State of Utah
Prison Relocation and Development Authority

Master Plan for the Potential Relocation of the Draper Prison
Final Report

MGT OF AMERICA, INC.

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1. EXECUTIVE SUMMARY

In October 2013, the State of Utah's Prison Relocation and Development Authority (PRADA) selected MGT of America, Inc. (MGT) 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, and
  - 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 $783[1] million. This cost includes:
  - $349.0[2] 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 billion[3] 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.

2. BACKGROUND

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 main objective of this study was to identify long-term options and the associated costs for the state regarding moving the prison located in Draper, Utah.

The MGT team's analytical approach to address project objectives focused upon three primary activities:

Collection and analysis of available data. Throughout this project we requested a large amount of data from the UDC, DFCM, and other sources within the State of Utah. Much of these requests addressed basic descriptive data, including past master plan reports, facility plans and designs, infrastructure capacities, facility housing practices and statistics, population projection methodology, and programs and services practices. The state was extremely responsive to our data requests and this allowed MGT to have the information needed to quickly develop thorough master plan options.

Interviews with key stakeholders. MGT conducted interviews with staff throughout state government and in the county jails to enhance our understanding of current and future practices. The individuals interviewed were found to be open and receptive to MGT's needs.

Observation. While data collection and interviews are extremely helpful in an operational review, no analysis can be complete without observing the prisons and jails in operation. To that end we conducted multiple tours of the prisons in Draper and Gunnison and toured eight of the county jails. We spent time with administrators and line staff and observed their operations in practice. We interviewed inmates as needed and watched facility programs in operation.

3. POPULATION PROJECTIONS

FINDINGS AND RECOMMENDATIONS

- **MGT validated UDC's population projections.** The inmate population projections developed by MGT of America were significantly similar to those developed by UDC. MGT projected an average annual growth in the average daily population (ADP) of 142 inmates while UDC projected an average annual growth of 144 inmates. However, UDC's did not provide forecasts beyond six years into the future. For the purpose of this master plan, a 20 year forecast was needed.
- **MGT projects the inmate ADP will grow to 9,913 inmates by 2033.** This represents an increase of 2,869 inmates above the 2013 ADP through September 2013. The female population is projected to grow to an ADP of 942 inmates while the male population will grow to a total of 8,971.
- **The inmate population will exceed emergency capacity in 2014.** The department's legislatively mandated emergency capacity level of 7,225 will be exceeded in 2014 if UDC's capacity is not expanded.
- **By 2033, UDC will need 10,556 beds to house the ADP of 9,913.** MGT's inmate population forecast also includes a peaking factor. The peaking factor takes into account fluctuations in the daily population, which can result in the population rising above or falling below the ADP. This number is higher than the base projection but should be used to determine the number of beds UDC should have in the system to manage such fluctuations. The peaking factor is set at 6.5 percent above the each base based on historical data.

SUMMARY

The forecast model employed is a time series model, specifically an ARIMA model. Of the 20+ models developed, this model was chosen because it had the best-fit statistics. The projection is based on all of the statistical and trend information known at the time that the forecast was produced. The projection was generated from monthly data reported through the time period of January 1991 through December 2013.

The entire Utah offender population is expected to continue to increase through 2033.There was tremendous growth (95 percent) in this population between 1991 and 2000. This growth slowed to 19 percent between 2001 and 2010 and only slightly increased (3.4 percent) between 2011 and 2013.The forecast anticipates that growth will continue but at a slower pace. The projection begins with a 2.0 percent growth between 2014 and 2015, but eventually slows to 1.5 percent growth between 2032 and 2033.

FIGURE 3-1: UTAH OFFENDER DAILY POPULATION

Gender	Average Daily Population*				
	2013	2018	2023	2028	2033
Male	6,397	7,542	8,230	8,918	9,606
Female	671	746	814	882	950
Total	7,068	8,288	9,044	9,800	10,556

*Includes Peaking Factor

Legal Status	Average Daily Male Population*				
	2013	2018	2023	2028	2033
Sentenced	5,770	6,782	7,400	8,019	8,638
PV	593	717	783	848	913
Compact	34	43	47	51	55
Total	6,397	7,542	8,230	8,918	9,606

*Includes Peaking Factor

Legal Status	Average Daily Female Population				
	2013	2018	2023	2028	2033
Sentenced	564	616	672	728	784
PV	107	130	142	154	166
Total	671	746	814	882	950

*Includes Peaking Factor

Because prisons are required to provide bed space for all inmates sentenced to their care, it is appropriate to include additional factors to accommodate them. The ADP does not to account for short-term peaks in the daily population. A peaking factor is applied to the projections to address these day-to-day fluctuations. A peaking factor of 6.5 percent is used in this projection to account for days where the population is higher than the ADP. This factor was calculated using the highest population above the ADP in the historical time period examined.

Gender and Future Population Levels: The percentage of females under the jurisdiction of UDC almost doubled between 1991 and 2013. The actual number of females incarcerated increased from an average of 152 in 1991 to 671 in 2013.

- Female prison inmates increased by 15.2 percent between 2007 and 2013.
- Male prison inmates increased by 8.0 percent between 2007 and 2013.

The projection was broken out by legal status using a three year average of the ADP for parole violations from 2011 through 2013:

- Female - 9.5 percent
- Male– 90.5 percent

Male inmates are expected to increase from 6,397 in 2013 to 9,606 in 2033. Female inmates are expected to increase from 671 in 2013 to 950 in 2033. This includes the adjustment for the peak factor.

Legal Status Categories of Future UDC Inmate Groups: The total prisoner population was projected according to three legal status categories. They are: (1) Parole Violators; (2) Sentenced Inmates, and (3) compact inmates – inmates from other jurisdictions being held by the UDC under the terms of the interstate compact agreement referenced in §77-28a-1.

Parole Violators:

- Female parole violators decreased by 12.7 percent between 2007 and 2013.
- Male parole violators decreased by 6.8 percent between 2007 and 2013.

The projection was broken out by legal status using a three year average of the ADP for parole violations from 2011 through 2013:

- Female parole violation - 17.4 percent
- Male parole violation – 9.5 percent

Male inmates housed for a parole violation are expected to increase from 593 in 2013 to 913 in 2033. Female inmates housed for a parole violation are expected to increase from 10 in 2013 to 166 in 2033. This includes the adjustment for the peak factor.

Sentenced Inmates:

- Female sentenced inmates increased by 15.2 percent between 2007 and 2013.
- Male sentenced inmates increased by 8.0 percent between 2007 and 2013.

The projection was broken out by legal status using a three year average of the ADP for sentenced inmates from 2011 through 2013:

- Female sentenced inmate 82.6 percent
- Male sentenced inmate –89.9 percent

Male sentenced inmates are expected to increase from 5,767 in 2013 to 8,638 in 2033. Female sentenced inmates are expected to increase from 564 in 2013 to 784 in 2033. This includes the adjustment for the peak factor.

Compact Inmates:

- There have not been any female inmates held according to the interstate compact agreement from 2007 through 2013 therefore the forecast does not include this category.
- Males inmates held according to the interstate compact agreement remained stable from 2007 and 2013, ranging from 34 to 41 inmates.

The projection was broken out by legal status using a three year average of the ADP for males held according to the interstate compact agreements from 2011 through 2013:

- Compact males – 0.6 percent

Male inmates held according to the interstate compact agreement are expected to increase from 34 in 2013 to 55 in 2033. This includes the adjustment for the peak factor.

Custody levels of male and female inmates: The current custody level distributions for both male and female inmates have remained relatively constant over time. At this point, those distributions represent the best estimate for future custody level distributions. However, in that the UDC distributions are more heavily weighted in the medium custody level (61.8 percent for males and 59.7 percent for females) than most other Department of Corrections, a reassessment of the custody classification system is recommended before decisions are made as to the number of beds in each security level are required to match the custody levels of inmates in future years.

- The medium custody level (Level 3) is the largest custody level for both males (61.8 percent) and females (59.7 percent.)
- While the second largest custody level is community (Level 5) for males (14.6 percent,) it is important to note that there was a significant difference (47.2 percent) between the medium and community custody levels.

PROJECTIONS OF THE INMATE POPULATIONS

Projections of criminal justice populations are essential for budgeting, operations, capacity planning, and development of services. To help ensure that a sufficient number of beds for future levels of male and female inmates requiring different degrees of security are provided, a forecast of the number of inmates likely to be under the control of the Department of Corrections over the next 20 years has been estimated. The projection is based on all of the statistical and trend information known at the time that the forecast was produced. The projection was generated from monthly data reported through the time period of July of 1991 through December 2013.

It is important to note that long-term forecasts are generally considered less reliable than short-term forecasts because of the difficulty predicting changes in laws, policies, and operational practices that may impact the correctional population. It is recommended that the projections be updated at least bi-annually to capture any changes in these trends. It is also noted that these forecasts assume the current state of sentencing practices. If Utah enacts any sentencing reform in the future, these projections should be redeveloped to reflect those changes.

Overview of statistical models: The projections were developed using a set of statistical techniques known as time-series forecasting and were based on rigorous statistical testing. Time-series forecasting assumes that there is a pattern in the historical values that can be identified. The goal is to define the pattern, understand the short-term and long-term trends, and pinpoint any seasonal fluctuations. Time parameters are tested in a times-series model and the statistically significant parameters are retained. Projection models were selected based on rigorous statistical testing and the best fit to the historical data. For a baseline forecast, such models implicitly assume that current policies and practices will continue into the future. Significant policy changes made in past years, if known, can be quantified and

included in the statistical model. Time-series forecasting then uses the pattern, trend, and seasonal variation identified in the historical data to project future values.

Time series models, however, cannot account for changes in policy that have not yet affected the data. For example, actions by the state legislature might be expected to lead to a significant increase or decrease in the prisoner population. If that legislation's impact has not yet occurred, time series analysis will not be able to account for it. In such a case, policy makers will use the projections based on historical data and then make modifications based upon the assumed impact of the policy. Unless a future change is explicitly accounted for, such models implicitly assume that current policies and practices (e.g., enforcement strategies related to drug possession, prosecutorial charging practices, and policies for handling technical probation/parole violators) will continue into the future. Future changes in legislation, policies, or other critical factors often can impact the future prison population but cannot be anticipated by the statistical model. For those types of impact in the future correctional population, assumptions can be made that would provide a numerical estimate. This estimate can be added to the statistical model as a policy adjustment.

A time series is simply a series of observations taken at evenly spaced time intervals (e.g., a daily inventory taken in a stock room, or the monthly average population of a prison). Forecasters use time series analysis to examine cyclical and seasonal patterns in the data. Such patterns could include a tourist town's population increase in the summer months due to summer renters, or a rise in jail populations in the fall due to truancies and offenses reported by schools. These recurring patterns are an important part of forecasting.

Several statistical models can provide projections using time series data. Sometimes one statistical model will yield projections that planners believe are too high or too low because policy changes are expected to have an effect for which the model does not account. In such cases, planners would accept the projection that fits more appropriately with the expected changes. Further modifications may then be made to the selected model, to account for the policy changes.

Time series models are intended for short-term planning. However, it is often necessary for planners to have some estimate of populations in the more distant future. Analysts used two separate methods to achieve short and long-term projections. The shorter projection (the monthly projection for the next two years) uses the estimate from the time series projection model. The longer projection applies the average percent change in population from the time series projection to the years 2013 through 2033. These methods can work well for more distant populations, but it should be understood that short-term projections are more accurate than long-term projections.

Another limitation of time series models is one shared by all data analysis: the results can only be as sound as the data examined. Projections based on data with errors or missing data points will project those mistakes out into the future. An example can help clarify this: If a state reports the monthly ADP for all its institutions as one total ADP. During the last several months, one or more institutions have failed to be counted. As a result, the "total" ADP appears to have diminished significantly. Projections into the future will take this "decrease" in ADP into account, projecting an erroneously low forecast. The best way to prevent such errors is to develop and maintain a database to track essential data.

All models were developed using SPSS, a **S**tatistical **P**ackage for **S**ocial **S**cientists. This software is widely used by analysts to develop time series models for projections.

Taking into account a peaking factor: When projecting for short-term peaks in the daily population (e.g., due to weekend highs), a peaking factor is added to the forecast to adjust for fluctuations and to assist policy makers in anticipating the effect of population spikes on future bed space needs. The peaking factor is calculated by taking the highest population of the year and determining its percentage of the yearly average.

Assumptions: The following projections are statistical calculations of the expected future inmate population under the responsibility of the Utah Department of Corrections, assuming that external forces and factors remain the same on balance in the future as they currently exist.

The projections include these assumptions:

- Underlying civilian populations of Utah will generally follow the same patterns of the past decade.
- Any legislation enacted or criminal justice policy changes implemented would on balance not alter the current rates of imprisonment. As a result, crime trends will follow generally the same patterns of the past decade, sentencing practices will follow generally the same patterns of the past decade, and parole grant rates will remain stable.

TOTAL ADP PROJECTION
ACTUAL – 1991 TO 2013
PROJECTION – 2014 TO 2033

The chart below depicts the forecast annually through 2033. The projections were generated from data provided by the Utah DOC for the period of January 2001 through December 2013 and were based on all of the statistical and trend information known at the time that they were produced. The projection captures both the stability in this population as well as overall historical trend and continues the incline through the next 20 years.

FIGURE 3-2: ADP PROJECTION

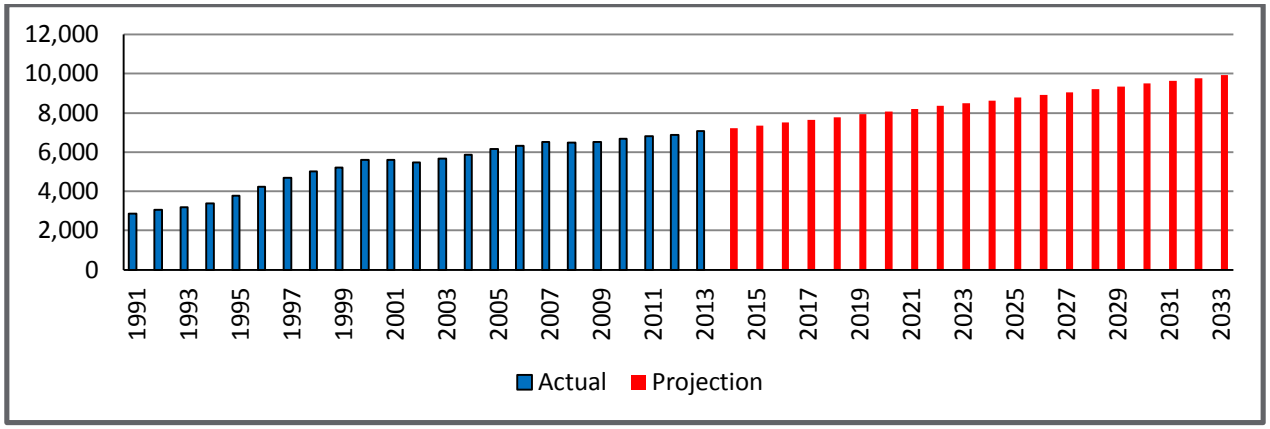


FIGURE 3-3: ADP ANNUAL PROJECTION POPULATION

	Forecast		Forecast
2014	7,214	**2024**	8,634
2015	7,356	**2025**	8,776
2016	7,498	**2026**	8,918
2017	7,640	**2027**	9,060
2018	7,782	**2028**	9,202
2019	7,924	**2029**	9,344
2020	8,066	**2030**	9,486
2021	8,208	**2031**	9,628
2022	8,350	**2032**	9,770
2023	8,492	**2033**	9,912

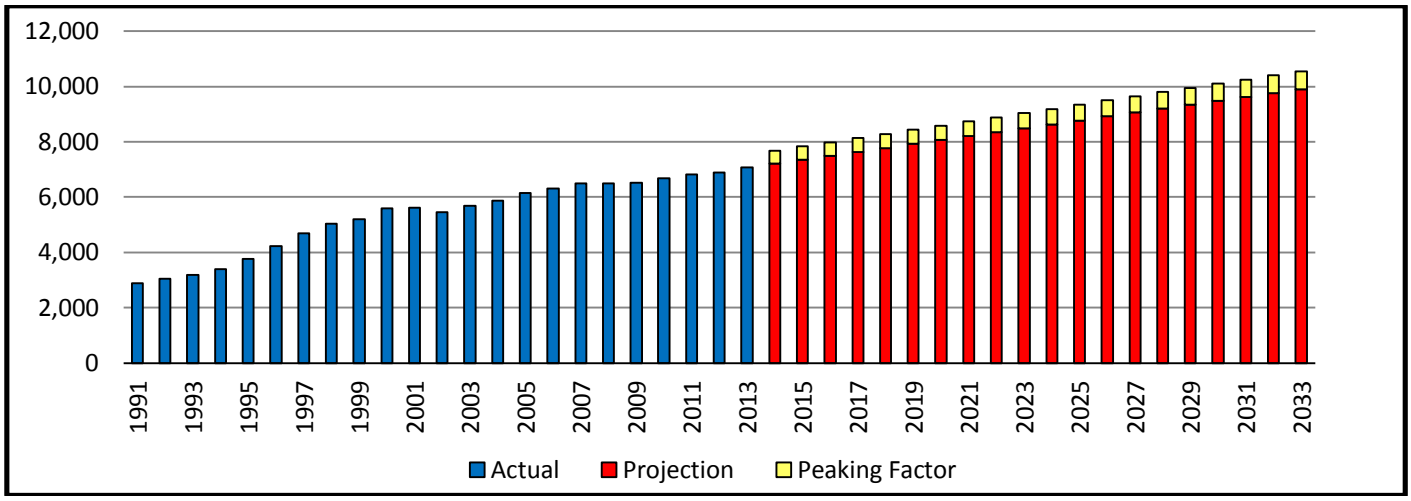
There was tremendous growth (95 percent) between 1991 and 2000. This growth slowed to 19 percent between 2001 and 2010 and only slightly increased (3.4 percent) between 2011 and 2013 to date.

The forecasts anticipates the growth to continue but at a slower pace. The projection begins with a 2.0 percent growth between 2014 and 2015 but eventually declines to 1.5 percent growth between 2032 and 2033.

TOTAL ADP PROJECTION WITH THE PEAKING FACTOR
ACTUAL – 1991 TO 2013
PROJECTION – 2014 TO 2033

Because prisons are required to provide bed space for all inmates sentenced to their care, it is appropriate to include additional factors to accommodate them. The ADP does not account for short-term peaks in the daily population. A peaking factor is applied to the projections to address these day-to-day fluctuations. A peaking factor of 6.5 percent is used in this projection to account for days where the population is higher than the ADP. This factor was calculated using the highest population above the ADP in the historical time period examined.

FIGURE 3-4: TOTAL ADP ACTUAL AND PROJECTION WITH THE PEAKING FACTOR



Data Source: Utah Department of Corrections, Bureau of Research & Planning

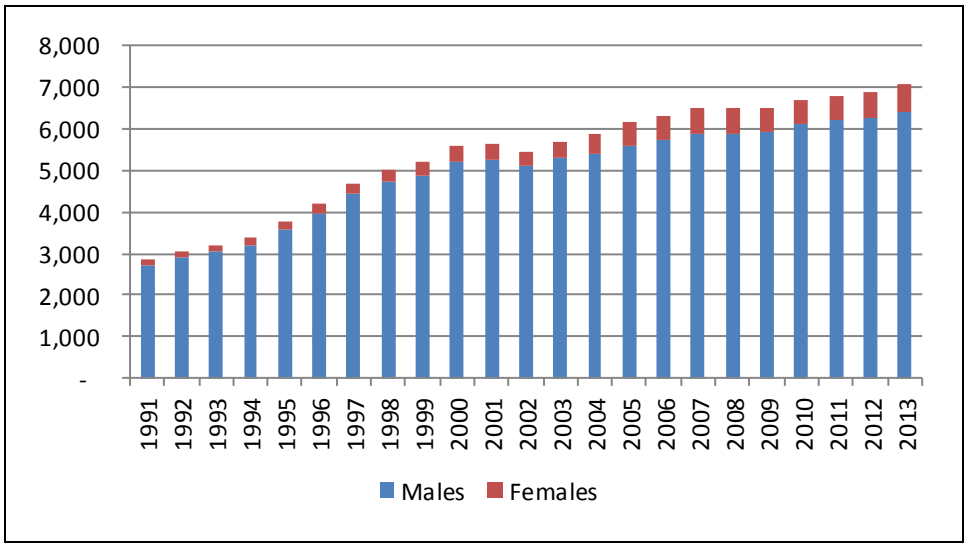
FIGURE 3-5: TOTAL ADP PROJECTION WITH THE PEAKING FACTOR

	Forecast	Forecast Including 6.5% Peaking Factor		Forecast	Forecast Including 6.5% Peaking Factor
2014	7,214	7,683	**2024**	8,634	9,195
2015	7,356	7,834	**2025**	8,776	9,347
2016	7,498	7,985	**2026**	8,918	9,498
2017	7,640	8,137	**2027**	9,060	9,649
2018	7,782	8,288	**2028**	9,202	9,800
2019	7,924	8,439	**2029**	9,344	9,952
2020	8,066	8,590	**2030**	9,486	10,103
2021	8,208	8,742	**2031**	9,628	10,254
2022	8,350	8,893	**2032**	9,770	10,405
2023	8,492	9,044	**2033**	9,912	10,556

TOTAL ADP PROJECTION BY GENDER
ACTUAL – CALENDAR YEAR 1991 TO 2013

As shown in the table below, the actual number of females incarcerated increased from an average of 151.6 in 1991 to 670.7 in 2013. The percentage of females of the total ADP under the jurisdiction of Utah DOC almost doubled from 1991 to 2013.

FIGURE 3-6: TOTAL ADP BY GENDER, 1991-2013



Data Source: Utah Department of Corrections, Bureau of Research & Planning

The projection for the ADP by gender under the jurisdiction of Utah DOC is broken out using the more recent three year average of 90.5 percent for males and 9.5 percent for females. Because of the stability of the proportion of this population over the past nine years, whether an average for males and females for the past three years or nine years, is used would make a minimal, almost insignificant, impact on the projection.

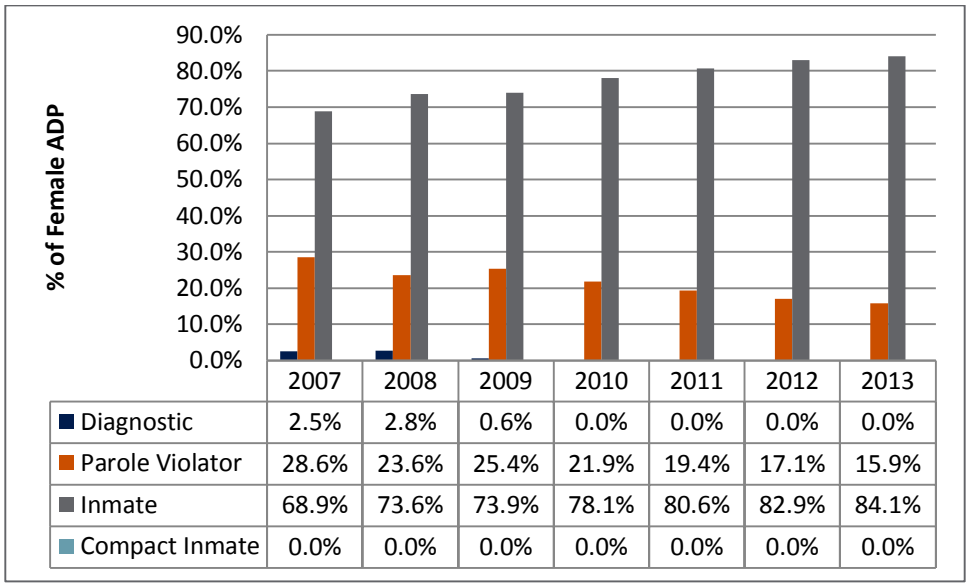
FIGURE 3-7: COMPOSITION OF ADP BY GENDER, 1991-2013

Year	2005	2006	2007	2008	2009	2010	2011	2012	2013
Males	91.3%	90.8%	90.4%	90.7%	90.7%	91.5%	91.4%	91.0%	90.5%
Females	8.7%	9.2%	9.6%	9.3%	9.3%	8.5%	8.6%	9.0%	9.5%

FIGURE 3-8: TOTAL ADP PROJECTION BY GENDER
PROJECTION – CY 2014 TO 2033

Year	Males	Females	Total		Year	Males with Peaking Factor	Females with Peaking Factor	Total with Peaking Factor
2014	6,529	685	7,214		2014	6,953	730	7,683
2015	6,657	699	7,356		2015	7,090	744	7,834
2016	6,786	712	7,498		2016	7,227	759	7,985
2017	6,914	726	7,640		2017	7,364	773	8,137
2018	7,043	739	7,782		2018	7,501	787	8,288
2019	7,171	753	7,924		2019	7,638	802	8,439
2020	7,300	766	8,066		2020	7,774	816	8,590
2021	7,428	780	8,208		2021	7,911	830	8,742
2022	7,557	793	8,350		2022	8,048	845	8,893
2023	7,685	807	8,492		2023	8,185	859	9,044
2024	7,814	820	8,634		2024	8,322	874	9,195
2025	7,942	834	8,776		2025	8,459	888	9,347
2026	8,071	847	8,918		2026	8,596	902	9,498
2027	8,199	861	9,060		2027	8,732	917	9,649
2028	8,328	874	9,202		2028	8,869	931	9,800
2029	8,456	888	9,344		2029	9,006	945	9,952
2030	8,585	901	9,486		2030	9,143	960	10,103
2031	8,713	915	9,628		2031	9,280	974	10,254
2032	8,842	928	9,770		2032	9,417	988	10,405
2033	8,971	942	9,912		2033	9,554	1,003	10,556

FIGURE 3-9: FEMALE ADP PROJECTION BY LEGAL STATUS
ACTUAL – CY 2007 TO 2013



	2007	2008	2009	2010	2011	2012	2013
Diagnostic	2.5%	2.8%	0.6%	0.0%	0.0%	0.0%	0.0%
Parole Violator	28.6%	23.6%	25.4%	21.9%	19.4%	17.1%	15.9%
Inmate	68.9%	73.6%	73.9%	78.1%	80.6%	82.9%	84.1%
Compact Inmate	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

Data Source: Utah Department of Corrections, Bureau of Research & Planning.

The female prison population is broken out in the following four categories: diagnostic, parole violator, inmate, and compact inmate. Compact inmate refers to inmates held according to the interstate compact agreement.

- Female parole violators decreased by 12.7 percent between 2007 and 2013.
- Female prison inmates increased by 15.2 percent between 2007 and 2013.
- There were no inmates held for another state between 2007 and 2013.
- The category “diagnostic” was no longer used after 2009.

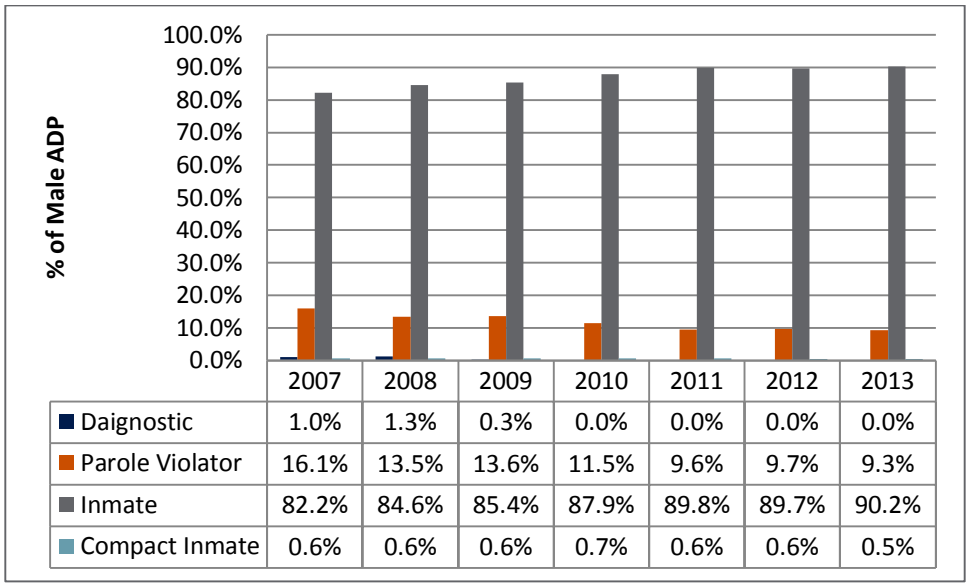
FIGURE 3-10: FEMALE ADP PROJECTION BY LEGAL STATUS
PROJECTION – CY 2014 TO 2043

Female Projections by Legal Status					Female Projections by Legal Status with Peaking Factor		
	Parole Violator	Inmate	Total		Parole Violator	Inmate	Total
2014	120	566	685		127	603	730
2015	122	577	699		130	614	744
2016	124	588	712		132	626	759
2017	127	599	726		135	638	773
2018	129	610	739		137	650	787
2019	131	622	753		140	662	802
2020	134	633	766		142	674	816
2021	136	644	780		145	686	830
2022	138	655	793		147	698	845
2023	141	666	807		150	709	859
2024	143	677	820		152	721	874
2025	145	688	834		155	733	888
2026	148	699	847		157	745	902
2027	150	711	861		160	757	917
2028	152	722	874		162	769	931
2029	155	733	888		165	781	945
2030	157	744	901		167	792	960
2031	159	755	915		170	804	974
2032	162	766	928		172	816	988
2033	164	777	942		175	828	1,003

The projection was broken out by legal status using a three year average from 2011 through 2013:

- Parole violation - 17.4 percent
- Sentenced inmate - 82.6 percent

FIGURE 3-11: MALE ADP BY LEGAL STATUS
ACTUAL – CY 2007 TO 2013



	2007	2008	2009	2010	2011	2012	2013
Daignostic	1.0%	1.3%	0.3%	0.0%	0.0%	0.0%	0.0%
Parole Violator	16.1%	13.5%	13.6%	11.5%	9.6%	9.7%	9.3%
Inmate	82.2%	84.6%	85.4%	87.9%	89.8%	89.7%	90.2%
Compact Inmate	0.6%	0.6%	0.6%	0.7%	0.6%	0.6%	0.5%

Data Source: Utah Department of Corrections, Bureau of Research & Planning.

The male prison population is also broken out by the following four categories: diagnostic, parole violator, inmate, and compact inmate. Compact inmate refers to inmates held according to the interstate compact agreement.

- The category “diagnostic” was no longer used after 2009.
- Male parole violators decreased by 6.8 percent between 2007 and 2013.
- Male prison inmates increased by 8.0 percent between 2007 and 2013.
- Male prison inmates held for another state remained very stable between 2007 and 2013, ranging from 0.5 percent to 0.7 percent.

FIGURE 3-12: MALE ADP PROJECTION BY LEGAL STATUS
PROJECTION – CY 2014 TO 2043

	Male Projections by Legal Status					Male Projections by Legal Status with Peaking Factor			
	Parole Violator	Inmate	Compact Inmate	Total		Parole Violator	Inmate	Compact Inmate	Total
2014	621	5,870	38	6,529		661	6,252	40	6,953
2015	633	5,986	38	6,657		674	6,375	41	7,090
2016	645	6,101	39	6,786		687	6,498	42	7,227
2017	657	6,217	40	6,914		700	6,621	42	7,364
2018	670	6,333	41	7,043		713	6,744	43	7,501
2019	682	6,448	41	7,171		726	6,867	44	7,638
2020	694	6,564	42	7,300		739	6,990	45	7,774
2021	706	6,679	43	7,428		752	7,114	45	7,911
2022	719	6,795	43	7,557		765	7,237	46	8,048
2023	731	6,910	44	7,685		778	7,360	47	8,185
2024	743	7,026	45	7,814		791	7,483	48	8,322
2025	755	7,142	46	7,942		804	7,606	49	8,459
2026	767	7,257	46	8,071		817	7,729	49	8,596
2027	780	7,373	47	8,199		830	7,852	50	8,732
2028	792	7,488	48	8,328		843	7,975	51	8,869
2029	804	7,604	49	8,456		856	8,098	52	9,006
2030	816	7,719	49	8,585		869	8,221	53	9,143
2031	828	7,835	50	8,713		882	8,344	53	9,280
2032	841	7,950	51	8,842		895	8,467	54	9,417
2033	853	8,066	52	8,971		908	8,590	55	9,554

The projection was broken out by legal status using the three year average from 2011 through 2013:

- Parole violation - 9.5 percent
- Sentenced inmate - 89.9 percent
- Compact inmate - 0.6 percent

ADP projection by gender by custody levels: The UDC delineates five custody levels for both male and female inmates. They are Level 1 (death row); Level 2 (maximum); Level 3 (medium); Level 4 (minimum); and Level 5 (community). Those percentage distributions and the projected peak number of inmates in each custody level are presented in Table 3-13, Table 3-14, and Table 3-15.

The current custody level distributions for both male and female inmates have remained relatively constant over time. At this point, those distributions represent that best estimate for future custody level distributions. However, in that the UDC distributions are more heavily weighted in the medium

custody level (61.8 percent for males and 59.7 percent for females) than most other Departments of Corrections, a reassessment of the custody classification system is recommended before decisions are made as to the number of beds in each security level are required to match the custody levels of inmates in future years.

TABLE 3-13: PERCENTAGE OF MALE AND FEMALE INMATES IN EACH CUSTODY LEVEL

Percent Distribution		
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%
Totals	100%	100%

- The medium custody level (Level 3) is the largest custody level for both males (61.8 percent) and females (59.7 percent.)
- While the second largest custody level is community (Level 5) for males (14.6 percent) it is important to note that there was a significant difference (47.2 percent) between the medium and community custody levels.
- The second largest custody level is also community (Level 5) for females (19.3 percent). As seen in the male population, there was a large difference (40.4 percent) between the medium and community custody levels. The third largest custody level for males is maximum (Level 2) at 13.3 percent followed closely by minimum (level 4) at 10.1 percent.
- The third and fourth largest custody levels for females is minimum (Level 4) at 16.4 percent and maximum at 4.6 percent.
- There were only 0.2 percent males and no females in the highest custody level, death row (Level 1).

ADP PROJECTION BY GENDER BY CUSTODY LEVELS PROJECTION – CY 2014 TO 2043

The projection was broken out using the percentages of males and females in each custody level shown in Table 3-13.

TABLE 3-14: CUSTODY STATUS CATEGORIES OF FUTURE UDC MALE INMATE GROUPS

Custody Levels	Peak Annual Male Population				
	2014	2018	2023	2028	2033
Death Row (1)	14	15	16	18	19
Max (2)	925	998	1,089	1,180	1,271
Medium (3)	4,297	4,636	5,058	5,481	5,904
Minimum (4)	702	758	827	896	965
Community (5)	1,015	1,095	1,195	1,295	1,395
Totals	**6,953**	**7,501**	**8,185**	**8,869**	**9,554**

TABLE 3-15: CUSTODY STATUS CATEGORIES OF FUTURE UDC FEMALE INMATE GROUPS

Custody Levels	Peak Annual Female Population				
	2014	2018	2023	2028	2033
Death Row (1)	-	-	-	-	-
Max (2)	34	36	40	43	46
Medium (3)	436	470	513	556	599
Minimum (4)	120	129	141	153	164
Community (5)	141	152	166	180	194
Totals	**730**	**787**	**859**	**931**	**1,003**

TRENDS CONTRIBUTING TO CHANGE IN UTAH'S OFFENDER POPULATION

Summary:

Crime Prone Age Group - Since 1990, the 18 to 29 age group increased by 61.7 percent. The U.S. Census expects this population to increase by 12.1 percent between 2010 and 2020; 14.4 percent between 2020 and 2030, 8.5 percent between 2030 and 2040, 10.3 percent between 2040 and 2050, and 13.1 percent between 2050 and 2060.

Unemployment Rates - After a tremendous increase in unemployment rates between 2007 and 2010, from 2.7 percent to 8 percent, the unemployment rates decreased in 2011 to a rate of 6.7 percent.

Violent Crime Rates - Utah's violent index crime rate decreased from a high of 334 in 1997 to 205.8 in 2012, a 61.6 percent drop. Utah's violent crime rate has consistently been lower than the overall U.S. rate.

Property Crime Rates - The property index crime rate for Utah decreased 51.9 percent since 1995. The property crime rate for Utah has consistently been higher than the overall U.S. rate.

Adult Arrest - The total number of adult arrests increased by 6 percent from 2006 (100,573) to 2012 (106,615).

Male Admissions - The overall number of male admissions decreased from 2,895 in 2000 to 2,554 in 2013. Admissions for a probation violation only had the greatest percent increase (68.9 percent) between 2000 (244) and 2013 (412). Admissions for a new commitment/parole violation only had the greatest percent decrease (-64 percent).

Female Admissions - The overall number of female admissions increased from 386 in 2000 to 537 in 2013. Admissions for a probation violation only had the greatest percent increase (209.5 percent) between 2000 (42) and 2013 (130). Admissions for a new commitment/parole violation only had the greatest percent decrease (-65.2 percent).

Average Daily Population (ADP) - There was tremendous growth (95 percent) between 1991 and 2000. This growth slowed to 19 percent between 2001 and 2010 and only slightly increased (3.4 percent) between 2011 and 2013.

Male Releases - Although there was minimal change in the overall number of males released in 2000 (2,544) compared to 2013 (2,469), the number of releases peaked in 2006 at 2,928.

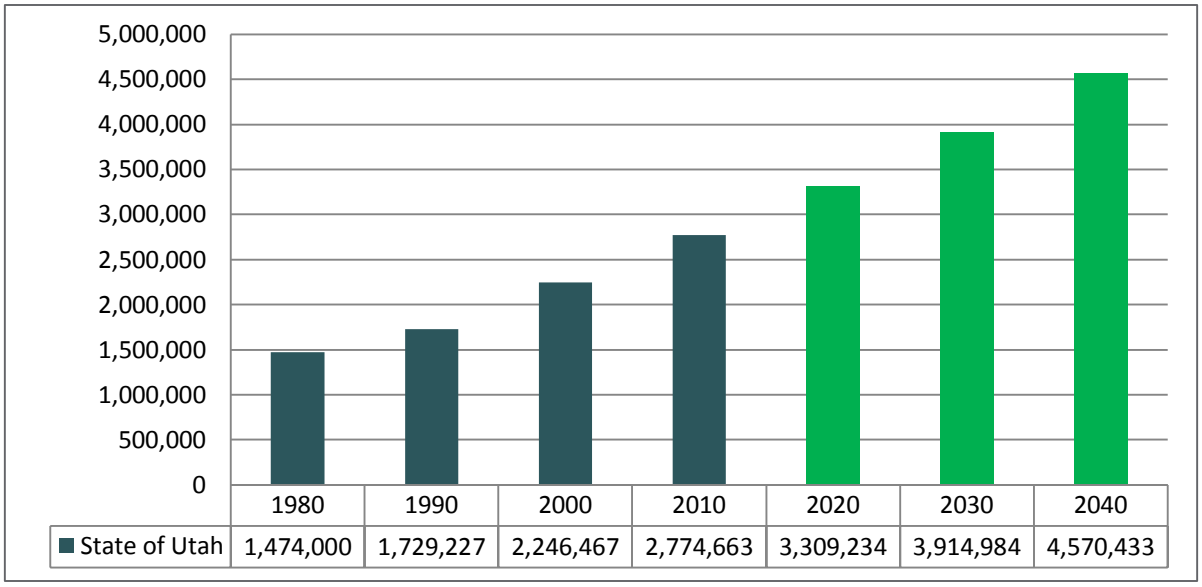
Female Releases - The overall number of females released from Utah DOC increased by 46.3 percent between 2000 (354) and 2013 (518).

Parole Grant Rate (PGR) - The PGR decreased every year between 2008 and 2010 but has remained stable through 2013.

HISTORICAL POPULATION OF UTAH
HISTORICAL 1980 TO 2010
PROJECTION 2020 TO 2040

To understand changes within the offender populations, it is essential to first examine population trends for the total population, not just for offenders. Considering that the offender population is a subgroup of this larger one, the census data provides the broadest angle to look at a potential target population. Any direct correlation between increases/decreases in this general population and the offender populations is not possible, as factors other than general population fluctuations affect crime levels.

FIGURE 3-16: POPULATION OF UTAH



	1980	1990	2000	2010	2020	2030	2040
State of Utah	1,474,000	1,729,227	2,246,467	2,774,663	3,309,234	3,914,984	4,570,433

Data Source: http://www.utah.gov/about/demographics.

According to Utah.gov, the state population in Utah grew from 1,474,000 in 1980 to 2,774,663 in 2010, an 88.2 percent increase.

Projections indicate that the state population is expected to grow from 2,774,663 in 2010 to 4,570,433 in 2040, a 64.7 percent increase.

POPULATION OF UTAH'S BY AGE GROUPS
HISTORICAL 1990 TO 2010
PROJECTION 2020 TO 2060

FIGURE 3-17: POPULATION BY AGE GROUPS

Age	1990	2000	2010	2020	2030	2040	2050	2060
0-17	626,370	722,098	874,360	1,019,909	1,082,854	1,222,388	1,388,651	1,543,824
18-29	339,925	498,627	549,733	616,361	705,398	765,155	843,761	954,675
30-39	263,433	300,039	396,031	481,175	500,675	622,871	672,617	732,834
40-64	348,906	534,061	703,838	849,033	1,074,052	1,255,132	1,433,753	1,619,006
65+	150,632	191,389	250,321	342,756	552,005	704,887	918,457	1,115,319

FIGURE 3-18: PERCENT GROWTH IN UTAH'S POPULATION BY AGE GROUPS

Age	1990-2000	2000-2010	2010-2020	2010-2030	2030-2040	2040-2050	2050-2060
0-17	15.3%	21.1%	16.6%	6.2%	12.9%	13.6%	11.2%
18-29	46.7%	10.2%	12.1%	14.4%	8.5%	10.3%	13.1%
30-39	13.9%	32.0%	21.5%	4.1%	24.4%	8.0%	9.0%
40-64	53.1%	31.8%	20.6%	26.5%	16.9%	14.2%	12.9%
65+	27.1%	30.8%	36.9%	61.0%	27.7%	30.3%	21.4%

Data Source: Governor's office of Management and Budget, Economic Report to the Governor - http://gomb.utah.gov/budget-policy/demographic-economic-analysis/

The largest population growth in Utah has been with those ages 40 to 64, growing 101.7 percent between 1990 and 2010. This growth was mostly experienced between 1990 and 2000, increasing by 53.1 percent. Since then, growth has slowed to 31.8 percent between 2000 and 2010.

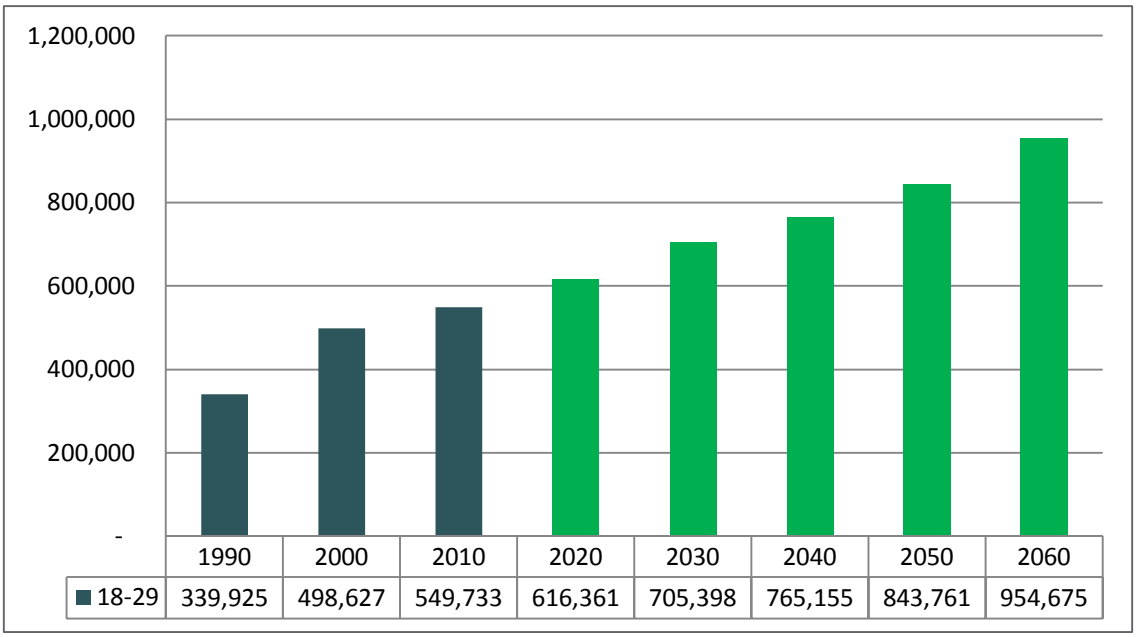
The age groups 18 to 29 and 65+ experienced high growth between 1990 and 2010, 61.7 percent and 66.2 percent respectively. Interestingly, the 18 to 29 age group experienced their highest growth between 1990-2000 while dropping off to 10.2 percent between 2000 and 2010.

The age groups with the overall lowest growth were age groups 0-17 and 30-39. The age group 0 to 17 increased by 39.6 percent between 1990 and 2010. The age group 30 to 39 increased 50.3 percent between 1990 and 2010.

POPULATION OF CRIME-PRONE AGE GROUP, AGE 18-29
HISTORICAL 1990-2010
PROJECTION 2020-2060

The population age 18 to 29 is considered the crime prone age group and therefore is important to examine since it represents the population from which the highest number of persons are typically drawn into the state offender population.

FIGURE 3-19: POPULATION OF CRIME PRONE AGE GROUP, AGE 18 TO 29

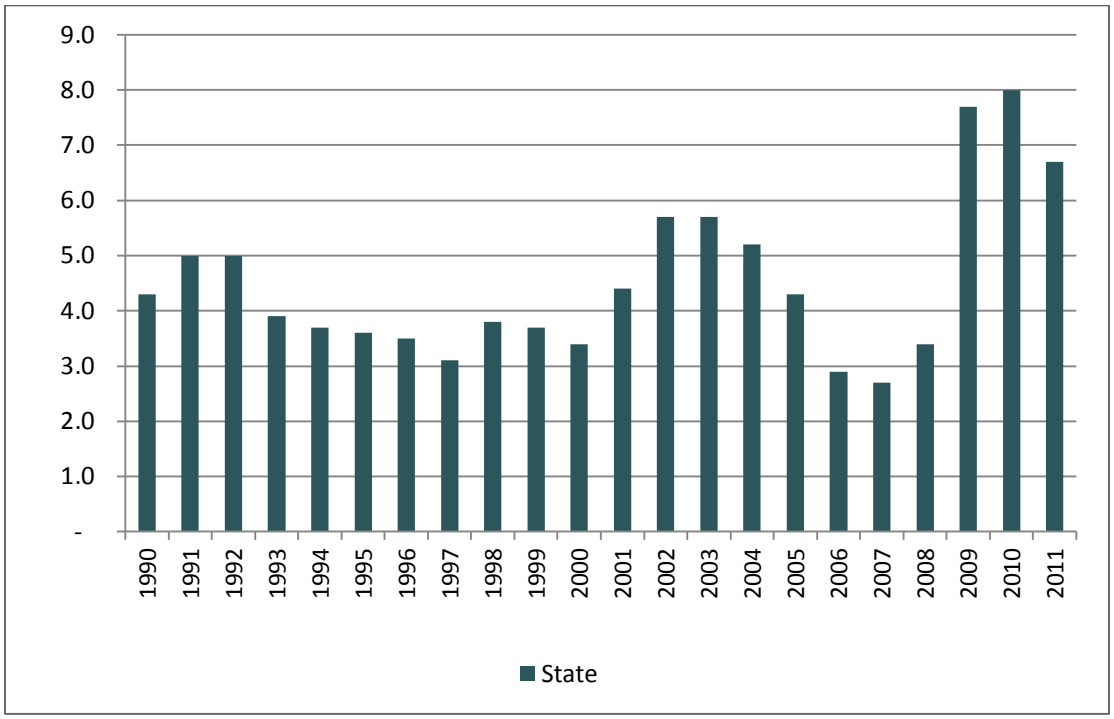


	1990	2000	2010	2020	2030	2040	2050	2060
18-29	339,925	498,627	549,733	616,361	705,398	765,155	843,761	954,675

Data Source: Governor's office of Management and Budget, Economic Report to the Governor - http://gomb.utah.gov/budget-policy/demographic-economic-analysis/

Since 1990, this population increased by 61.7 percent. The projections expect this age group to continue to increase through 2060, at an average annual growth of 11.7 percent.

FIGURE 3-20: STATE UNEMPLOYMENT RATES
1990–2011



Data Source: Governor's office of Management and Budget, Economic Report to the Governor - http://gomb.utah.gov/budget-policy/demographic-economic-analysis/

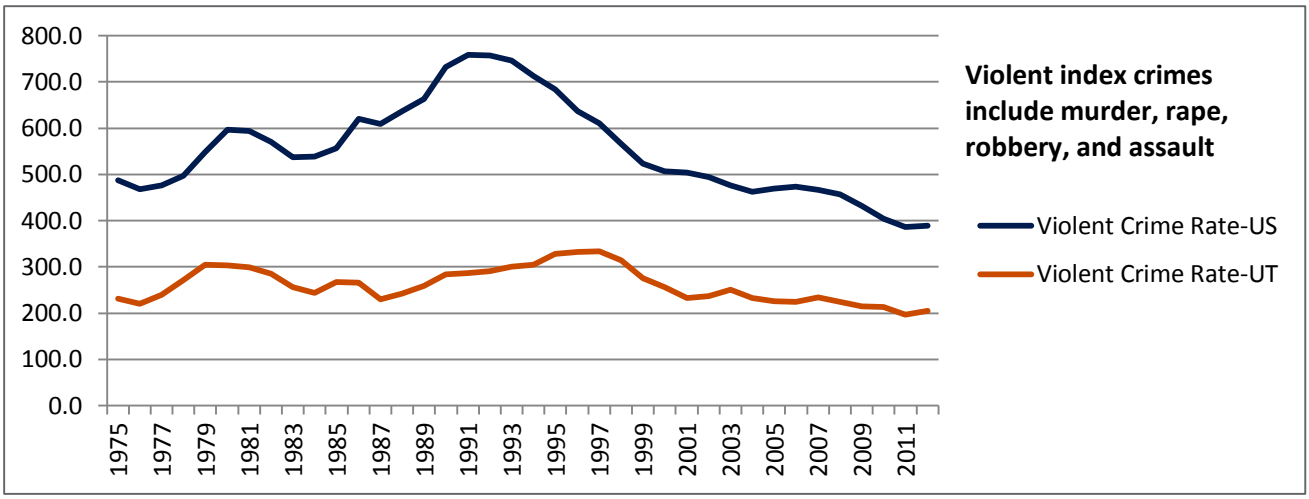
In any discussion of crime trends and potential criminal populations, it is important to consider unemployment rates as this is often considered to be a risk factor for criminal involvement.

Since 1990, Utah's unemployment rates have been in flux from year to year. The low was in 2007 at 2.7 percent and the high was in 2010 at 8 percent.

After a tremendous increase in unemployment rates between 2007 and 2010, from 2.7 percent to 8 percent, the unemployment rates have decreased in 2011 to a rate of 6.7 percent.

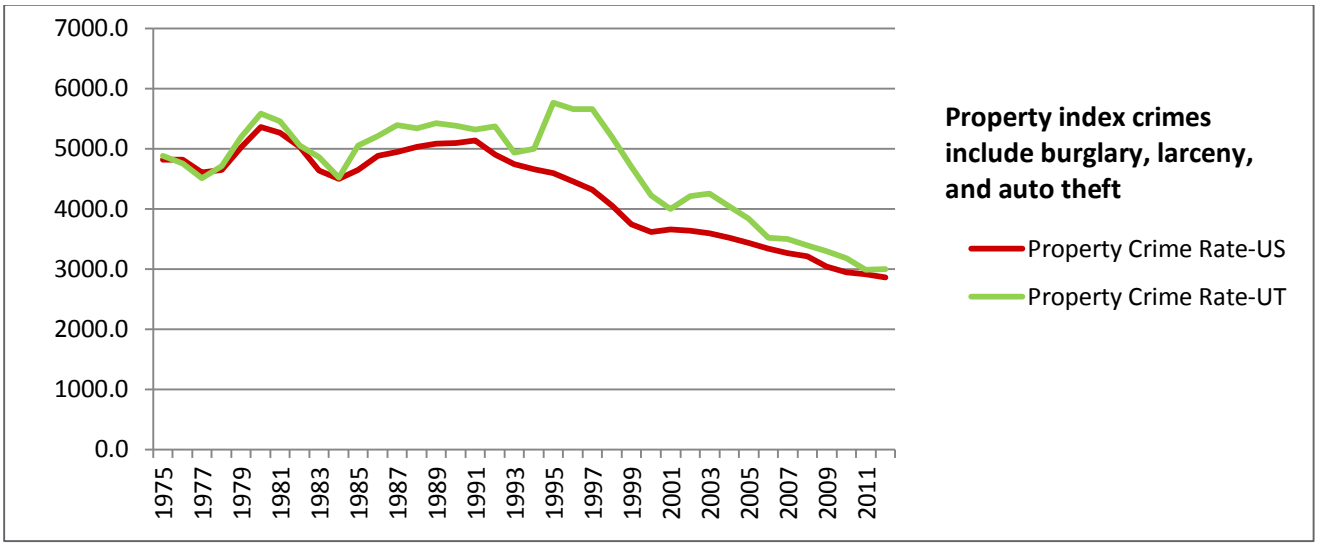
CRIME RATES IN UTAH
1975-2012

FIGURE 3-21: VIOLENT INDEX CRIME RATE IN THE U.S. AND UTAH



Utah's violent index crime rate decreased from a high of 334 in 1997 to 205.8 in 2012, a 61.6 percent drop. Utah's violent crime rate has consistently been lower than the overall US rate.

FIGURE 3-22: PROPERTY INDEX CRIME RATE IN THE U.S. AND UTAH



Data Source: http://www.disastercenter.com/crime/uscrime.htm

The property index crime rate for Utah decreased 51.9 percent since 1995. The property crime rate for Utah has consistently been higher than the overall U.S. rate.

FIGURE 3-23: CRIME IN THE UNITED STATES – 2012
BY STATE PER 100,000 INHABITANTS

Ranking	State	Violent Crime	Ranking	State	Property Crime
1	DISTRICT OF COLUMBIA	1,243.7	1	DISTRICT OF COLUMBIA	4,860.8
2	TENNESSEE	643.6	2	SOUTH CAROLINA	3,822.2
3	NEVADA	607.6	3	ARKANSAS	3,660.1
4	ALASKA	603.2	4	WASHINGTON	3,658.6
5	NEW MEXICO	559.1	5	NEW MEXICO	3,600.7
6	SOUTH CAROLINA	558.8	6	LOUISIANA	3,540.6
7	DELAWARE	547.4	7	ARIZONA	3,539.2
8	LOUISIANA	496.9	8	ALABAMA	3,502.2
9	FLORIDA	487.1	9	GEORGIA	3,410.6
10	MARYLAND	476.8	10	OKLAHOMA	3,401.0
11	OKLAHOMA	469.3	11	TENNESSEE	3,371.4
12	ARKANSAS	469.1	12	NORTH CAROLINA	3,369.5
13	MICHIGAN	454.5	13	TEXAS	3,361.8
14	MISSOURI	450.9	14	DELAWARE	3,340.9
15	ALABAMA	449.9	15	MISSOURI	3,314.4
16	ARIZONA	428.9	16	FLORIDA	3,276.7
17	CALIFORNIA	423.1	17	OREGON	3,224.2
18	ILLINOIS	414.8	18	KANSAS	3,143.2
19	TEXAS	408.6	19	OHIO	3,117.4
20	NEW YORK	406.8	20	HAWAII	3,075.2
21	MASSACHUSETTS	405.5	21	INDIANA	3,029.2
22	GEORGIA	378.9	22	UTAH	2,991.8
23	KANSAS	354.6	23	MISSISSIPPI	2,811.0
24	NORTH CAROLINA	353.4	24	NEVADA	2,809.4
25	PENNSYLVANIA	348.7	25	CALIFORNIA	2,758.7
26	INDIANA	345.7	26	NEBRASKA	2,754.9
27	SOUTH DAKOTA	321.8	27	MARYLAND	2,753.5
28	WEST VIRGINIA	316.3	28	ALASKA	2,739.4
29	COLORADO	308.9	29	COLORADO	2,684.7
30	OHIO	299.7	30	MONTANA	2,583.7
31	WASHINGTON	295.6	31	ILLINOIS	2,578.7
32	NEW JERSEY	290.2	32	RHODE ISLAND	2,572.3
33	CONNECTICUT	283.0	33	MINNESOTA	2,568.3
34	WISCONSIN	280.5	34	KENTUCKY	2,552.9

FIGURE 3-23: CRIME IN THE UNITED STATES – 2012 (CONTINUED)
BY STATE PER 100,000 INHABITANTS

Ranking	State	Violent Crime		Ranking	State	Property Crime
35	PUERTO RICO	273.8		35	MICHIGAN	2,530.5
36	MONTANA	272.2		36	MAINE	2,509.9
37	IOWA	263.9		37	WISCONSIN	2,453.8
38	MISSISSIPPI	260.8		38	VERMONT	2,398.7
39	NEBRASKA	259.4		39	WEST VIRGINIA	2,364.9
40	RHODE ISLAND	252.4		40	NEW HAMPSHIRE	2,324.0
41	OREGON	247.6		41	WYOMING	2,293.8
42	NORTH DAKOTA	244.7		42	IOWA	2,271.8
43	HAWAII	239.2		43	PENNSYLVANIA	2,166.3
44	MINNESOTA	230.9		44	VIRGINIA	2,162.1
45	KENTUCKY	222.6		45	MASSACHUSETTS	2,153.0
46	IDAHO	207.9		46	CONNECTICUT	2,140.0
47	UTAH	205.8		47	SOUTH DAKOTA	2,060.1
48	WYOMING	201.4		48	NEW JERSEY	2,047.3
49	VIRGINIA	190.1		49	NORTH DAKOTA	2,010.1
50	NEW HAMPSHIRE	187.9		50	IDAHO	1,983.5
51	VERMONT	142.6		51	NEW YORK	1,922.0
52	MAINE	122.7		52	PUERTO RICO	1,409.3

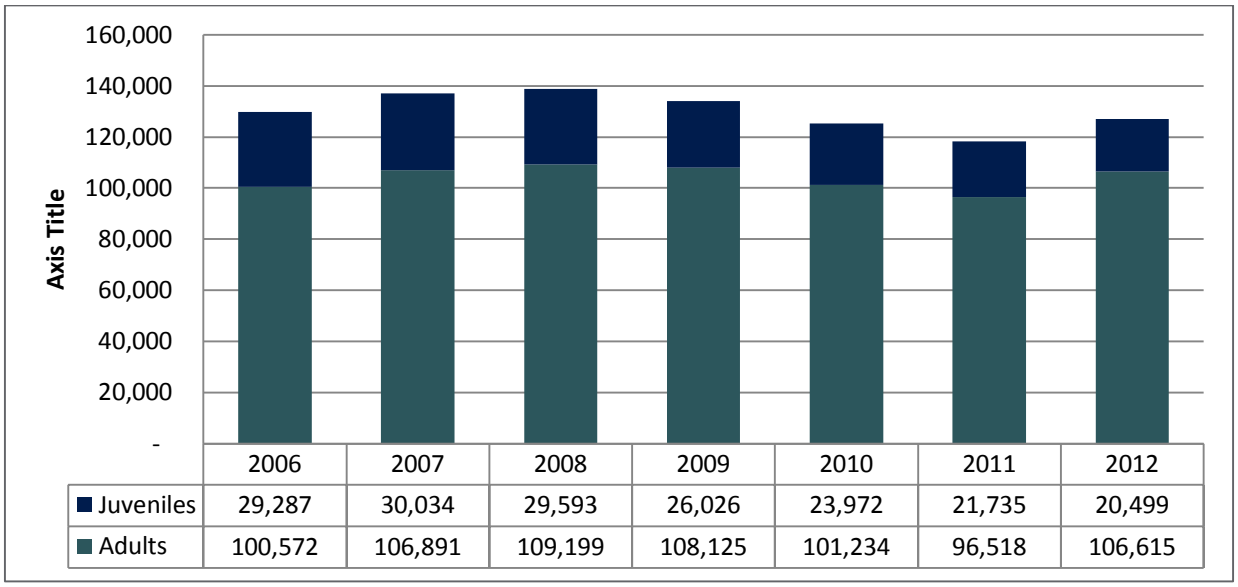
Data Source: http://www.disastercenter.com/crime/uscrime.htm

Utah ranked 48th for violent crime in 2011 and 47th in 2012.

Utah ranked 23rd for property crime in 2011 and 22nd in 2012.

The FBI cautions against ranking crime rates by states, stating that "they provide no insight into the many variables that mold the crime in a particular town, city, county, state, region, or other jurisdiction."

FIGURE 3-24: UTAH STATE TOTAL ARRESTS
2006-2012



	2006	2007	2008	2009	2010	2011	2012
Juveniles	29,287	30,034	29,593	26,026	23,972	21,735	20,499
Adults	100,572	106,891	109,199	108,125	101,234	96,518	106,615

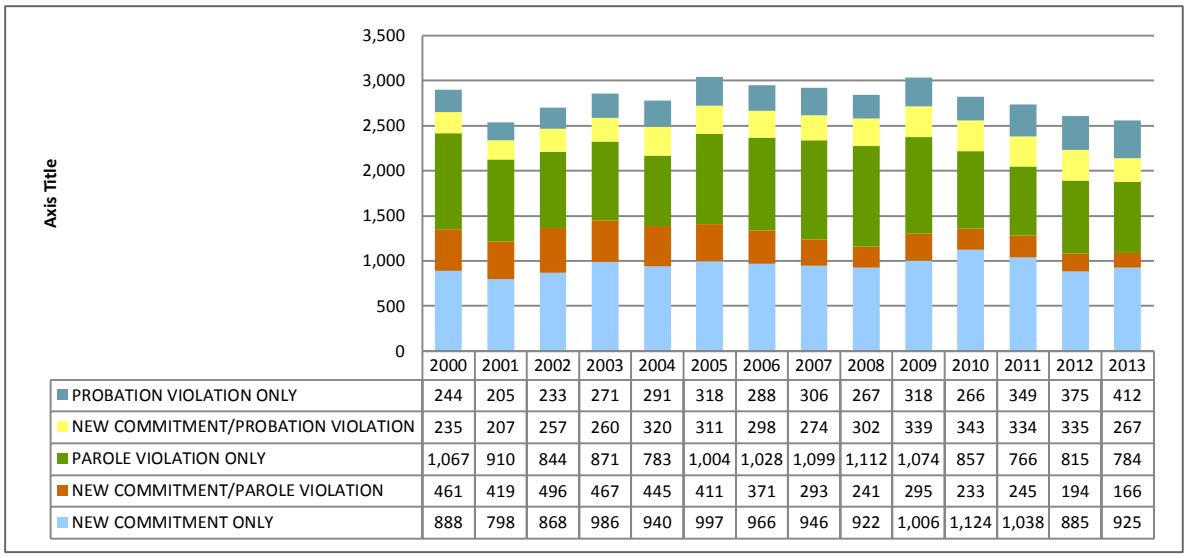
Source: http://publicsafety.utah.gov/bci/crimestatistics.html

The total number of juvenile arrests decreased by 30 percent from 2006 (29,287) to 2012 (20,499).

The total number of adult arrests increased by 6 percent from 2006 (100,573) to 2012 (106,615).

ADMISSIONS TO UTAH DOC
2000-2012

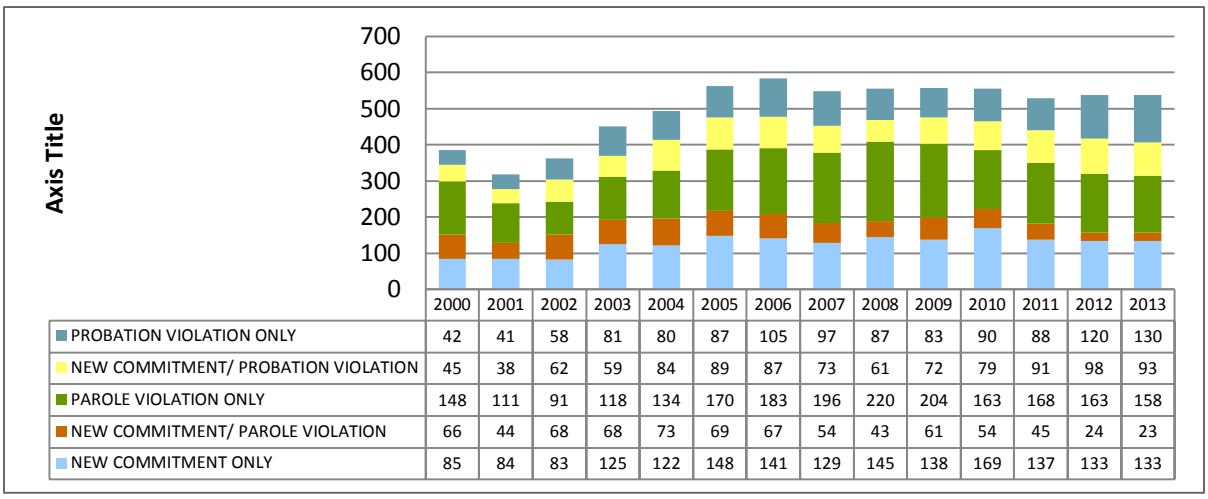
FIGURE 3-25: MALE ADMISSIONS TO UTAH DOC



	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
PROBATION VIOLATION ONLY	244	205	233	271	291	318	288	306	267	318	266	349	375	412
NEW COMMITMENT/PROBATION VIOLATION	235	207	257	260	320	311	298	274	302	339	343	334	335	267
PAROLE VIOLATION ONLY	1,067	910	844	871	783	1,004	1,028	1,099	1,112	1,074	857	766	815	784
NEW COMMITMENT/PAROLE VIOLATION	461	419	496	467	445	411	371	293	241	295	233	245	194	166
NEW COMMITMENT ONLY	888	798	868	986	940	997	966	946	922	1,006	1,124	1,038	885	925

The overall number of male admissions decreased from 2,895 in 2000 to 2,554 in 2013. Admissions for a probation violation only had the greatest percent increase (68.9 percent) between 2000 (244) and 2013 (412). Admissions for a new commitment/parole violation only had the greatest percent decrease (-64 percent).

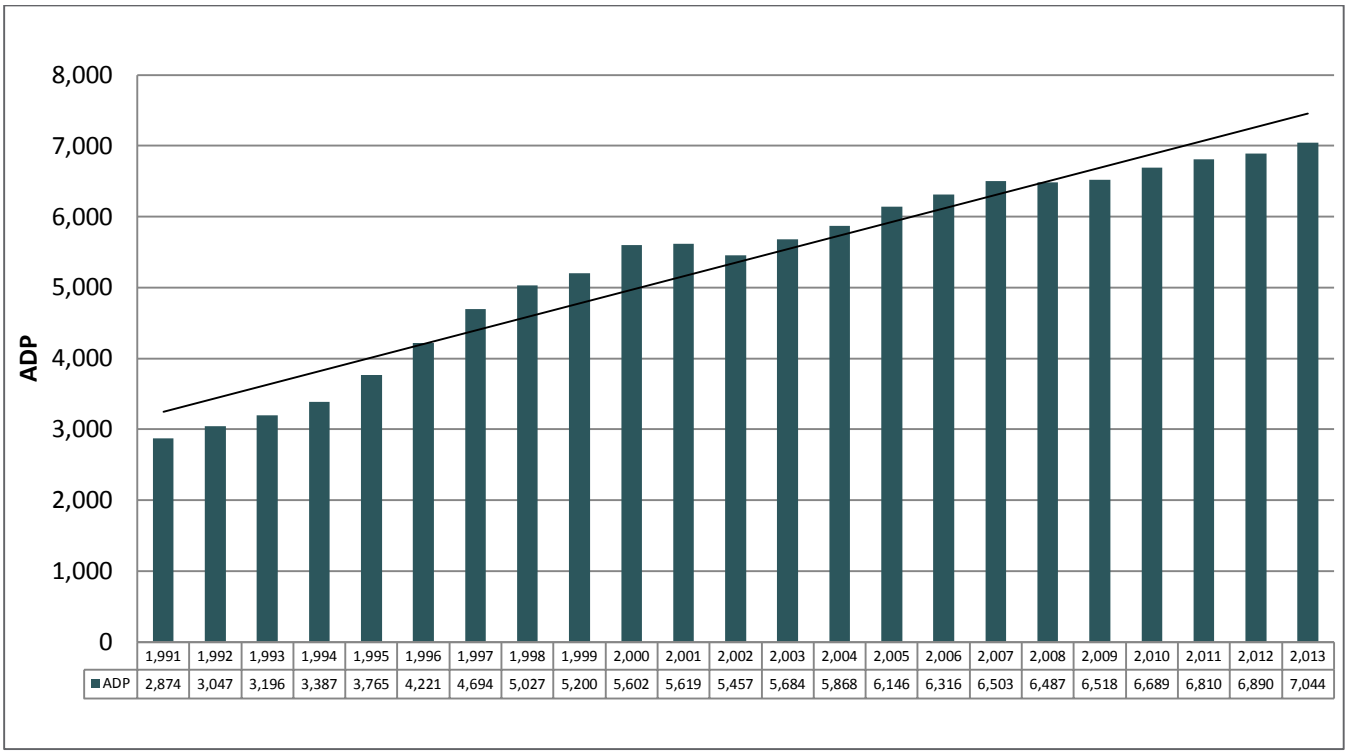
FIGURE 3-26: FEMALE ADMISSIONS TO UTAH DOC



	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
PROBATION VIOLATION ONLY	42	41	58	81	80	87	105	97	87	83	90	88	120	130
NEW COMMITMENT/ PROBATION VIOLATION	45	38	62	59	84	89	87	73	61	72	79	91	98	93
PAROLE VIOLATION ONLY	148	111	91	118	134	170	183	196	220	204	163	168	163	158
NEW COMMITMENT/ PAROLE VIOLATION	66	44	68	68	73	69	67	54	43	61	54	45	24	23
NEW COMMITMENT ONLY	85	84	83	125	122	148	141	129	145	138	169	137	133	133

The overall number of female admissions increased from 386 in 2000 to 537 in 2013. Admissions for a probation violation only had the greatest percent increase (209.5 percent) between 2000 (42) and 2013 (130). Admissions for a new commitment/parole violation only had the greatest percent decrease (-65.2 percent).

FIGURE 3-27: AVERAGE DAILY POPULATION (ADP) IN UTAH DOC
1991 THROUGH 2013

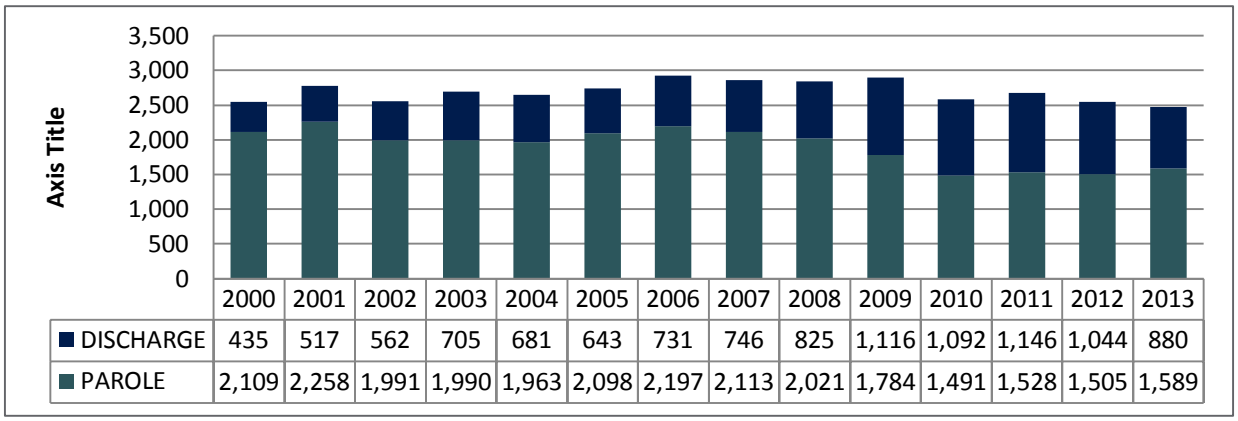


	1,991	1,992	1,993	1,994	1,995	1,996	1,997	1,998	1,999	2,000	2,001	2,002	2,003	2,004	2,005	2,006	2,007	2,008	2,009	2,010	2,011	2,012	2,013
ADP	2,874	3,047	3,196	3,387	3,765	4,221	4,694	5,027	5,200	5,602	5,619	5,457	5,684	5,868	6,146	6,316	6,503	6,487	6,518	6,689	6,810	6,890	7,044

There was tremendous growth (95 percent) between 1991 and 2000. This growth slowed to 19 percent between 2001 and 2010 and only slightly increased (3.4 percent) between 2011 and 2013.

RELEASES FROM UTAH DOC
2000-2013

FIGURE 3-28: MALES RELEASED FROM UTAH DOC

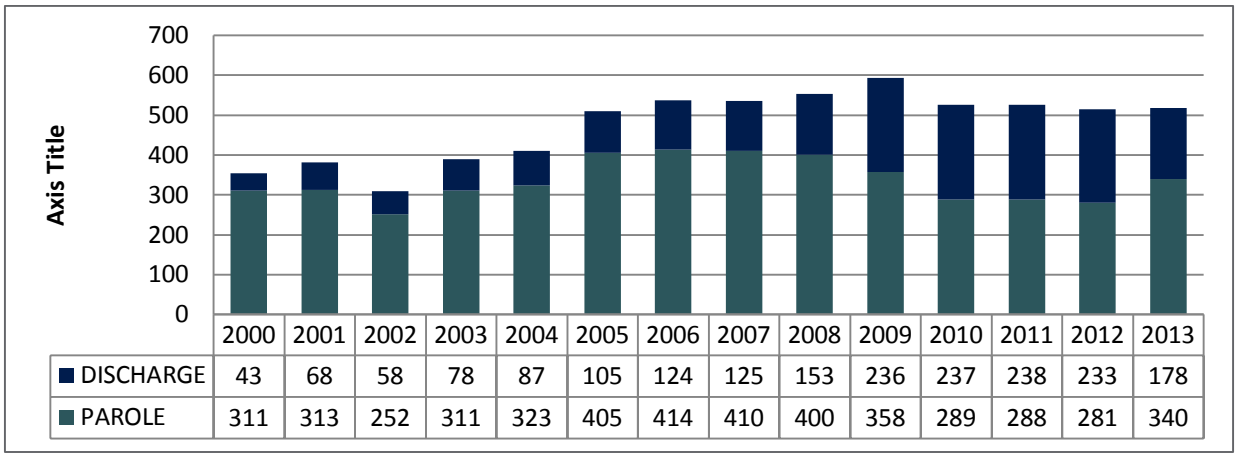


	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
DISCHARGE	435	517	562	705	681	643	731	746	825	1,116	1,092	1,146	1,044	880
PAROLE	2,109	2,258	1,991	1,990	1,963	2,098	2,197	2,113	2,021	1,784	1,491	1,528	1,505	1,589

Although there was minimal change in the overall number of males released in 2000 (2,544) compared to 2013 (2,469), the number of releases peaked in 2006 at 2,928.

- The composition of the releases experienced a more dramatic change:
  - Releases by discharge comprised 17.1 percent of the releases in 2000
  - Releases by discharge comprised 35.6 percent of the releases in 2013
  - Releases by parole comprised 82.9 percent of the releases in 2000
  - Releases by parole comprised 64.4 percent of the releases in 2013

FIGURE 3-29: FEMALES RELEASED FROM UTAH DOC



	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
DISCHARGE	43	68	58	78	87	105	124	125	153	236	237	238	233	178
PAROLE	311	313	252	311	323	405	414	410	400	358	289	288	281	340

The overall number of females released from Utah DOC increased by 46.3 percent between 2000 (354) and 2013 (518). The highest number of female releases (594) occurred in 2009. The composition in releases changed as well:

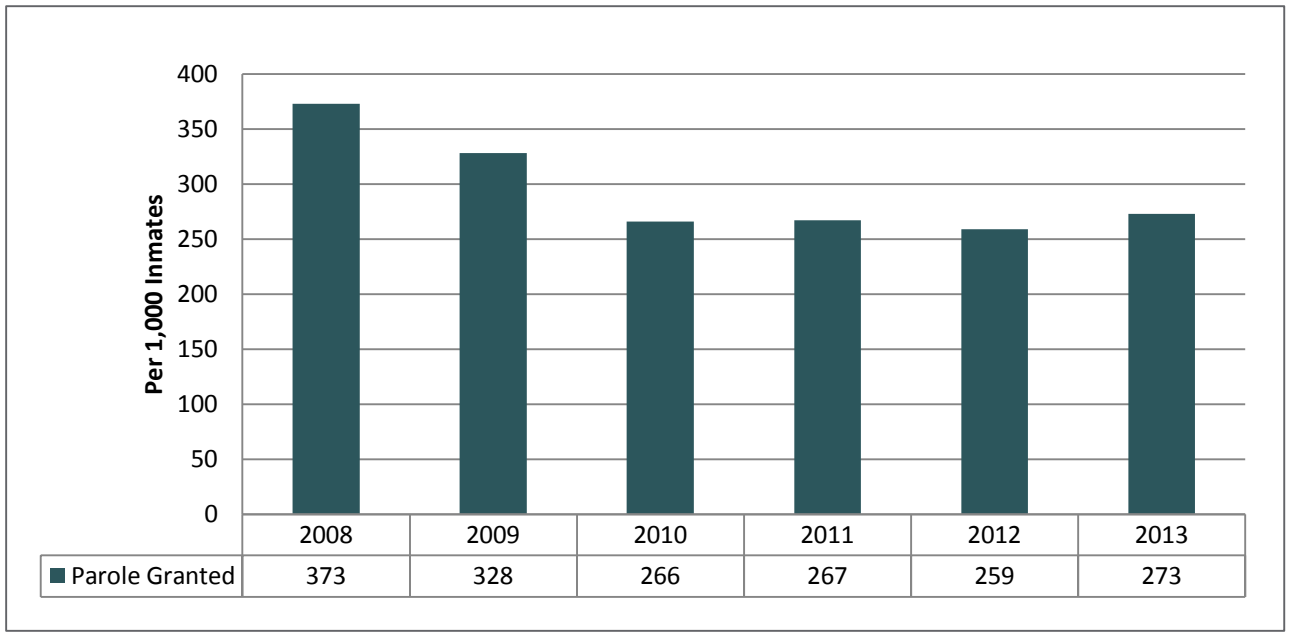
- Discharge by parole comprised 87.9 percent of the releases in 2000
- Discharge by parole comprised 65.6 percent of the releases in 2013

FIGURE 3-30: UTAH PAROLE GRANT RATES
2008 - 2013

Parole grant rates (PGR) refers to the release of inmates after serving a portion of their original sentence to complete the remainder of their sentence in the community under supervision.

Changes in the practice of releasing inmates can have an obvious significant impact to the ADP of a correctional facility. For example, if admissions increase in a fiscal year but releases also increase at the same rate, the impact on the ADP is minimal. But if the scenario is changed to the number of admissions increase while the number of releases decrease, the ADP will increase.

FIGURE 3-30: UTAH PAROLE GRANT RATES



Source: State of Utah, Board of Pardons and Parole.

The PGR decreased every year between 2008 and 2010 but has remained stable through 2013.

4. CUSTODY AND CLASSIFICATION ANALYSIS

FINDINGS AND RECOMMENDATIONS

- **UDC's classification system is complex.** The system has four separate assessments for each male inmate and three assessments for each female inmate.
- **There is little opportunity for inmates to progress to a less restrictive custody or security level.** The criteria for most of the risk factors are based on the inmate's entire criminal or institutional history, thus the designations change very little during an inmate's term of incarceration. There appeared to be mechanisms for moving the inmate to a higher custody or security level, but movement to a less restrictive level is much less likely.
- **Classification system may not be predictive.** Our preliminary analyses of the statistical validity of the system suggested the system is not predictive of the inmate's institutional adjustment as measured by the prevalence or rate of disciplinary reports for predatory, disruptive, or overall number of infractions.
- **The security and custody classification systems should be updated.** The current system has not been updated or validated in over 20 years. Also, AIMS is not currently used for female inmates. AIMS should be replaced with a gender-specific process for assessing the inmate's potential for institutional sexual and overall aggression and victimization.
- **The case action planning (CAP) process used by UDC is excellent.** The CAP progress is systematic and comprehensive and is very rich with respect to the inmate's criminal history, institutional behavior, treatment needs, and program participation data. The UDC has identified and clearly communicated its treatment priorities and has taken great strides to ensure that high-need inmates receive recommended programming. However, the Department may also want to explore development of options for substance treatment for the women that do not require 12-18 months to complete in order to provide them with the opportunity for some substance abuse treatment programming.

Summary: MGT's team was responsible for reviewing and validating UDC's classification systems. We conducted interviews with classification and program staff members, and also toured the male intake unit at Uinta and observed the initial classification, reclassification, and case action plan (CAP) processes. The interviews, observations, review of documentation, and analyses of UDC classification assessments and case action planning suggested that the Utah Department of Corrections' (UDC) classification and inmate case planning processes posed some concerns regarding their utility, objectivity, and validity. However, the classification and case planning processes appeared to serve the department's needs for identifying the inmates' threats to institutional safety and security and for identifying their programming needs. The strengths of the UDC inmate classification system included comprehensive reviews of the risks the inmates pose to institutional safety and security. The department is currently updating its inmate classification policy (FC 04 Inmate Classification) to reflect current practices and procedures. In addition, modifications to its internal classification system are under review by UDC executive staff.

The UDC's CAP process is comprehensive and based, for the most part, on an assessment of the inmate's treatment and service needs as identified by the LSI–R™. The inmate's CAP follows the inmate

from probation to prison and then back to parole, thus providing for continuity of services and programming. The UDC has a detailed matrix of services that maps programs and classes according to the individual's type (e.g., substance abuse, leisure, sex offender) and level of need throughout the inmate's incarceration and parole supervision.

Description of the inmate classification system: The UDC inmate classification system includes four assessments. They are: (1) security; (2) custody; (3) behavioral; and (4) privilege. The same instruments and processes are used for male and female inmates, except that the behavioral classification is not used for female inmates. In brief, the four assessments are:

1. **Security Level** – An assessment of the inmate's criminal history identifies the place for confinement. The risk factors include: severity of current crime, expected length of incarceration, criminal violence history, escape history, [number of] prior institutional commitments, age, history of institutional adjustment, and substance abuse history. The categories include:

   - **A –** Maximum Security – Death row, life without parole, and inmates with history of institutional violence. For example, the Uintas are composed of the maximum security buildings at the Draper site.
   - **B –** Maximum Security - Inmates with histories of institutional violence, but who are less aggressive than type A inmates; inmates identified as "B" may be housed in "general population" within an A-type facility.
   - **C –** Medium Security – General population inmate whose least restrictive housing unit must be a C-type facility.
   - **D –** Minimum/Community Security - General population inmate whose least restrictive housing unit is a D-type facility (i.e., a community corrections center).

TABLE 4-1: SECURITY DISTRIBUTION OF UDC INMATES POPULATION BY GENDER

Security Level	Females		Males	
	Initial	Review	Initial	Review
	%	%	%	%
A	0.0%	0.4%	0.0%	0.2%
B	0.7%	0.7%	2.9%	5.6%
C	98.7%	98.5%	96.3%	93.7%
D	0.7%	0.4%	0.8%	0.5%

As shown in Table 4-1, the security designation for 98 percent of the UDC female inmates and approximately 95 percent of the male inmates is C – medium security. The table also illustrates that the inmate's security designation is static; it does not change throughout the term of incarceration as it is based primarily on the inmate's lifetime criminal history.

2. **Custody Level -** Assessment of the inmate's institutional adjustment identifies the inmate's management level, e.g., type of observation, movement, access to jobs and programs, visitation, and transport. The five categories include:

- **Level 1:** Death Row;
- **Level 2:** Maximum;
- **Level 3:** Medium -- Inside the compound (secure perimeter);
- **Level 4:** Minimum -- On property, but outside the secure perimeter; and
- **Level 5:** Community -- Off property, beyond the secure perimeter.

Levels 2 through 5 are considered general population. Within a single housing unit levels 2 through 5 may be mixed, although rarely would Level 2 and Level 5 inmates be housed together as their security designations prompt placement in different facilities. The January 2014 custody distributions of UDC male and female inmates are provided in Table 4-2. These data indicate that approximately 60 percent of the population is assessed as medium custody.

TABLE 4-2: CUSTODY DISTRIBUTION OF UDC INMATE POPULATION BY GENDER

Percent Distribution		
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%
Totals	**100%**	**100%**

Table 4-3 illustrates that the Draper and CUCF facilities as well as the county jails house custody levels 2 through 5 male inmates. Thus, with the exception of Level 1 (death row) inmates, the custody classifications do not impact their facility assignments.

TABLE 4-3: CUSTODY LEVEL OF UDC MALE INMATES ON JANUARY 12, 2014

Facilities	Death Row (1)	Max (2)	Medium (3)	Minimum (4)	Community (5)	Un-Classified	Total
Draper	9	575	1,852	319	406	121	3,282
CUCF	0	197	1,011	140	164	19	1,531
Jails	0	14	878	220	349	17	1,478
Totals	9	786	3,741	679	919	157	6,291
Percent	0.14%	12.5%	59.5%	10.8%	14.6%	2.5%	100%

3. Behavioral Classification – UDC relies on the AIMS (Adult Internal Management System) for its male inmate population. AIMS includes an assessment of the inmate's criminal and observed institutional behaviors. AIMS identifies five categories of inmates; however, UDC uses just three categories. They are:

   - **Kappa:** Generally referred to as Group I and II, Kappa inmates are hostile, aggressive, and sometimes violent. They tend to receive a high number of institutional disciplinary reports for predatory behaviors.
   - **Omega:** Generally referred to as Group III, Omega inmates are neither aggressive nor vulnerable.
   - **Sigma:** Generally referred to as Groups IV and V, Sigma inmates are perceived as worriers, anxious, and vulnerable.

   AIMS recommends that Kappa and Sigma inmates should not be housed together, while an Omega inmate may be housed with either a Sigma or Kappa inmate. UDC policy for general population units restricts housing Kappa and Sigma in the same cell, but allows for placement of all three types within the same housing unit. Kappa, Omega, and Sigma inmates may be housed together in a program treatment unit, e.g., the sex offender or substance abuse treatment. Approximately 90 percent of the male inmates are assessed as Kappa. Staff expressed concerned that the current system over-classified the inmate's aggressive potential and have submitted recommendations for revising the scoring criteria and cut points for the behavioral classifications. These recommendations are currently under review by UDC executive staff.

4. **Privilege Level –** UDC employs a "behavioral modification" system for determining the inmates' privileges related to: out of cell time; visitation; commissary; telephone, etc. The privilege system criteria and levels vary somewhat from unit to unit according to the gender and mission of the unit.

Summary of observations regarding the UDC inmate classification system: The UDC inmate classification system is complex. It involves four separate assessments for each male and three assessments for each female inmate. Each of the classification designations are reviewed and recomputed throughout the inmate's incarceration. Yet, with the exception of the privilege level, the

multiple designations are static. The criteria for most of the risk factors are based on the inmate's entire criminal or institutional history, thus the designations change very little during an inmate's term of incarceration. There appeared to be mechanisms for moving the inmate to a higher custody or security level, but little opportunity for the inmate to progress to a less restrictive custody or security level. The behavior classification does not change unless staff opts to review and override the scored designation.

Preliminary analyses of the statistical validity of the system suggested the system is not predictive of the inmate's institutional adjustment as measured by the prevalence or rate of disciplinary reports for predatory, disruptive, and overall or overall number of infractions. On the other hand, the UDC classification process does not appear to include objective screening instruments for assessing the inmate's potential for institutional sexual predation and vulnerability as required by the Prison Rape Elimination Act standards. The behavioral classification process was not designed or validated to identify an inmate's potential for prison sexual aggression/vulnerability. Further, the AIMS process is not used for the women. However, with the exception of the behavioral classifications, UDC staff reported confidence in the classification system and indicated it served the department well for identifying and managing risks posed by male and female inmates.

RECOMMENDATIONS

As the UDC classification system has not been updated or statistically validated in twenty plus years, the current UDC policy does not reflect its current practices, and preliminary statistical analyses suggested the system is not valid. Therefore, the UDC should undertake an initiative to revise and update its security and custody classification systems. In addition, the AIMS should be replaced with a gender-specific process for assessing the inmate's potential for institutional sexual and overall aggression and victimization. Further, the revised classification system should provide for systematic separation of inmates by security, custody, as well as internal classification designations.

Description of the case action plan (CAP): The UDC employs an impressive, automated inmate case action planning process to assess and address the inmate's treatment needs. The CAP process includes a review of the inmate's LSI–R™ assessment (Level of Service Inventory-Revised) and the pre-/post-sentence report as well as a face-to-face interview by the CAP writer. The CAP includes a treatment goal with specific action steps for each of the LSI–R™ need areas[4] identified as medium to very high level need for the inmate. The UDC has identified its' priorities for treatment as substance abuse, education, and sex offender treatment. Thus, if the inmate has a medium to high need for residential substance abuse (SATP), sex offender (SOTP), and/or education services, these needs are listed as his/her top goals.

The UDC organizes its waiting list for participation in the 18-month residential substance abuse and sex offender treatment programs according to the inmate's anticipated release date. Inmates are prioritized for participation in the SOTP or SATP during the last two years of incarceration. (Sex offenders' substance abuse treatment needs are addressed as part of the sex offender treatment program.) During the period of incarceration prior to enrollment in a SATP or SOTP, the inmate's CAP focuses on his/her education, institutional job, and life skill classes to address the his/her moderate to high needs

[4] The LSI–R™ assessment rates the offender's risks associated with criminal history, leisure/recreation, alcohol-drugs, companions, family/marital, financial, attitude, emotional, and/or accommodations. LSI–R™ does not assess sex offender treatment needs.

associated with criminal history, leisure/recreation, companions, family/marital, financial, attitude, emotional, and/or accommodations.

As shown in Table 4-4, nearly fifty percent (47.6 percent) of the male inmates and 82.7 percent of female inmates were recommended for participation in the SATP. Table 4-4 also indicates that approximately 25 percent of the male inmates were recommended for participation in the SOTP. SOTP was recommended for 3.7 percent of women.

TABLE 4-4: UDC INMATE SUBSTANCE ABUSE AND SEX OFFENDER TREATMENT NEEDS BY GENDER

Male Sex Offender Program Need				
		Yes	**No**	**Totals**
Male Substance Abuse Program Need	**Yes**	6.5%	41.1%	47.6%
	No	17.4%	35.0%	52.4%
	Totals	23.9%	76.1%	100.0%
Female Sex Offender Program Need				
		Yes	**No**	**Totals**
Female Substance Abuse Program Need	**Yes**	2.2%	80.6%	82.7%
	No	1.6%	15.7%	17.3%
	Totals	3.7%	96.3%	100.0%

UDC inmate education needs are provided in Table 4-5. These data suggest that nearly 85 percent of the female inmates and about 70 percent of the male inmates have medium to very high education needs. These data suggest that education and substance abuse programming, in particular the education services should be made available in all facilities in which UDC inmates are housed.

TABLE 4-5: UDC INMATE EDUCATION NEEDS BY GENDER

LSI-R Education Level	Females	Males
Very Low	3.5%	12.0%
Low	12.0%	15.6%
Medium	32.4%	29.4%
High	38.9%	30.9%
Very High	13.3%	12.2%
Total	100.0%	100.0%

Summary of observations regarding the UDC inmate classification system: The UDC employs an impressive, automated inmate case action planning (CAP) process to assess and address the inmate's treatment needs. The CAP progress is systematic and comprehensive, although there appears to be some disparity and subjectivity across the CAP writers as to the process for identifying treatment priorities and action steps. The system is very rich with respect to the inmate's criminal history, institutional behavior, treatment needs, and program participation data. The UDC has identified and

communicated clearly its treatment priorities and has taken great strides to ensure that high-need inmates receive recommended programming.

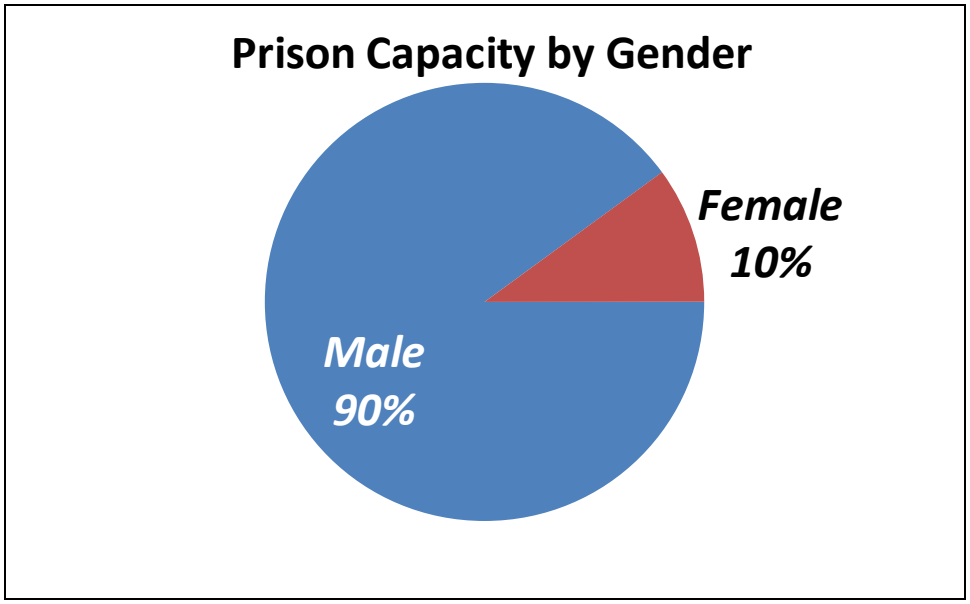
RECOMMENDATIONS

UDC inmate treatment data suggest that education and substance abuse programming, in particular education services, should be made available in all facilities in which UDC inmates are housed in order to ensure all inmates have an opportunity to obtain a high school diploma while incarcerated. The department may also want to explore development of options for substance treatment for the women that do not require 12 to 18 months to complete in order to provide them with the opportunity for some substance abuse treatment programming.

SPECIAL POPULATIONS

One of MGT's tasks was to identify the special populations of offenders housed within the UDC system. Overall the maximum capacity of the prison beds in UDC is 5,576. There are 3,980 of these beds at Draper while 1,596 beds are located at CUCF. Separating this large number of offenders by security level, special needs, programming, and other factors allows UDC to safely and effectively manage their inmate population. For example, sound correctional practices require that maximum security offenders be separated from medium and minimum security offenders. Additionally, female and male offenders are to be separated. In UDC, females are housed only at Draper, in a separate section of the facility segregated from the male population. As shown in the chart below, female capacity represents only 10 percent of the overall prison capacity.

FIGURE 4-6: PRISON CAPACITY BY GENDER



UDC has over 24 different housing designations for their inmate population and more than 36 percent of the system beds are designated for general population. However, that number likely undercounts the real number of inmates who are considered "general population inmates." Many of those in substance

abuse treatment, sex offender treatment, geriatric units, and work camp beds also likely have all the privileges of general population, but are in specialized housing and treatment. Table 4-7 provides a breakdown of the number of beds for each population designation.

TABLE 4-7: NUMBER OF BEDS FOR EACH POPULATION DESIGNATION

Population Designation	# beds	%
General Population	2,018	36%
Substance Abuse Treatment	959	17%
Maximum (GP, Death Row, Level 2, Aggressive)	488	9%
Receiving and Orientation (including Max)	444	8%
Sex Offender and Pre-Sex Offender Treatment	327	6%
Work Camp	270	5%
Sigma/Omega/Kappa	250	4%
Mental Health	202	4%
Security Threat Group	192	3%
In-Trans/TRO-PV - 90 Days	191	3%
Single Cell Court Ordered	95	2%
Other (Intensive, Learning Disability, Hospital)	80	1%
Geriatric	60	1%
TOTAL	**5,576**	**100%**

Draper, due to its size and complexity, houses a variety of special populations. The table below breaks down the bed capacity in each prison by special housing designation.

TABLE 4-8: BED CAPACITY BY PRISON BY HOUSING DESIGNATION

UDC In-House Housing	Maximum Capacity				Location
Draper - Male	Single Cell	Double	Dormitory	Total	
General Population	0	192	0	192	Wasatch: B-Block
General Population	0	68	0	68	Wasatch C-Block
General Population	0	576	0	576	Wasatch Oquirrh
General- Maximum	0	192	0	192	Uinta-Four
Substance Abuse Treatment	0	0	400	400	Promontory
Mental Health	14	118	36	168	Olympus/Geriatric
Security Threat Group	0	192	0	192	Uinta-Two. Average approximately 70
Pre-Sex Offender Treatment	0	192	0	192	Wasatch: D-Block/Geriatric
Sex Offender Treatment	0	0	135	135	Wasatch: SSD
Death Row/Maximum	84	0	0	84	Uinta - One
Intensive Management	12	0	0	12	Uinta - One
Work Camp	0	0	270	270	Lonepeak

TABLE 4-8: BED CAPACITY BY PRISON BY HOUSING DESIGNATION

UDC In-House Housing	Maximum Capacity				Location
Draper - Male	Single Cell	Double	Dormitory	Total	
Geriatric	0	0	60	60	Lonepeak and Oquirrh
Sigma/Omega/Kappa	0	0	250	250	Oquirrh - Five
Receiving and Orientation	0	0	122	122	Uinta - Five
Single Cell Court Ordered	95	0	0	95	Wasatch: A-East
Receiving and Orientation Maximum	0	192	0	192	Uinta-Three
In-Trans/TRO-PV - 90 Days	0	191	0	191	Wasatch: A-West
Learning Disability	28	0	0	28	Wasatch: B-North
Hospital Beds	0	*20*	0	0	Wasatch: Infirmary
Draper - Male	*233*	*1,913*	*1,273*	*3,419*	*(20) Hospital beds not included.*
Draper - Female					
General Population	0	143	0	143	Timpanogos - One
General Population	0	143	0	143	Timpanogos - Two
Substance Abuse Treatment	0	143	0	143	Timpanogos - Four
Maximum/R & O	4	94	0	98	Timpanogos - Three
Mental Health	2	32	0	34	Timpanogos - Three
Draper - Female	*6*	*555*	*0*	*561*	
Draper Total	**239**	**2,468**	**1,273**	**3,980**	**(20) Hospital beds not included.**
CUCF - Male					
General Population	0	768	128	896	CUCF - Aspen
General Population	0				CUCF - Birch
General Population	0				CUCF - Cedar
General Population	0				CUCF - Elm
General Population	0				CUCF - Gale
Substance Abuse Treatment	0	0	416	416	CUCF - Fir
Substance Abuse Treatment	0	0			CUCF - Gale
Maximum Level 2	0	192	0	192	CUCF - Hickory
Reception and Orientation	0	32	0	32	CUCF - Elm
Infirmary	*0*	24	16	40	CUCF - Dogwood (Infirmary beds not included)
Aggressive - Level 2	0	20	0	20	CUCF - Dogwood
CUCF - Total	**0**	**1,036**	**560**	**1,596**	**(9) Infirmary beds not included.**
Overall UDC In-House Total	**239**	**3,504**	**1,833**	**5,576**	**Infirmary and Hospital beds not included.**

5. MEDICAL ASSESSMENT

FINDINGS AND RECOMMENDATIONS

- **The Draper facility has a stable executive health care team, with an excellent working relationship with custody and security staff.** The health care unit has been accredited through the National Commission on Correctional Health Care for 20 years, which is a substantial achievement.
- **The UDC has a strong medical, mental health, and dental coding system, which is used as a factor in housing UDC inmates.**
- **Pharmacy operations were found to be cost effective.**
- **Consideration should be given to formalizing the medical parole process to increase the number of inmates considered for medical parole, which could result in lower health care costs for UDC.**
- **The UDC has limited telemedicine capabilities with Gunnison and no telemedicine services for UDC inmates housed in county jails.**
- **There are an insufficient number of mental health crisis beds and mental health beds at lower levels of care resulting in a constant struggle to house inmates at the required level of care in a timely manner.**
- **There is a significant amount of staff down time due to the movement restrictions during the mandated noon count and serving of the noon meal.** During the tour, a significant amount of down time was observed for all providers because of the length of time it normally takes to complete the count, as well as for staff to eat their noon meal. Staff advised that during count time inmate movement is restricted for an hour and half. The inability of staff to see inmates during this time should be reviewed and addressed in order to increase provider productivity.
- **Custody restrictions of allowable property for inmates housed in the Infirmary on a long-term basis should be reviewed.** There are a number of inmates who have been in the Infirmary for extended periods of time due to ongoing medical or mental health needs. These inmates are not allowed, per custody policy, to possess their personal television, radio, or property. Health care staff would like to see this policy changed for inmates who are long-term Infirmary placements.

Summary: In November 2013, site tours and interviews with health care staff, including executives and line staff, were conducted. During the course of the interviews and subsequent review of documentation, the Utah Department of Corrections' health care system was found to be in good order. The strength of the health care system includes a stable executive health care team; low cost of providing health care to the inmate population at Draper, Gunnison, and UDC inmates housed in the county jails; a medical, mental health and dental classification system; an electronic medical record system; close proximity to the University of Utah Medical Center (UUMC); and a cost effective pharmacy operation.

The Draper site has been accredited through the National Commission on Correctional Health Care (NCCHC) for more than 20 years. This accomplishment is a significant achievement. To maintain certification over so many years demonstrates a commitment to maintaining a constitutional level of health care. Additionally, in an American Correctional Association review of NCCHC accredited prison systems, the UDC was found to be the most cost effective system with less than 10,000 inmates, at a cost of approximately $3,500 per inmate.

The current chief medical officer has been in place for nearly 20 years. The consistency of his leadership has resulted in a very stable health care operation as a whole.

The classification/identification of inmates based on their medical, mental health, and dental needs is one of the significant factors used in determining the appropriate housing of inmates. The fact UDC houses inmates in multiple locations, including eight separate facilities at Draper (seven for males and one for females), at Central Utah Correctional Facility in Gunnison, and at 20 county jails, requires a comprehensive and thorough system of assessing inmates health care needs in order to ensure inmates are housed in an appropriate location based on their overall health care needs and the available resources at their housing location. If a mistake is made in the placement of inmates, it could be very costly to the system. For example, an inmate with significant medical issues who is housed at the Gunnison site may require multiple trips back to Draper for care or multiple emergency room visits.

The health care classification system requires strict application as inmates designated as M-3 and M-4 may be housed in county jails and at CUCF; while inmates designated P and M-1 can only be housed at Draper. M-2s can be housed at either CUCF or Draper. The number of inmates at each of the medical classification levels as of October 15, 2013 was:

TABLE 5-1: MEDICAL NEED LEVELS OF INMATES

Medical Need Levels	MALE		FEMALE	
	Number	Percent	Number	Percent
M-1	905	14.0%	287	42.8%
M-2	2,049	31.7%	87	13.0%
M-3	1,560	24.1%	144	21.5%
M-4	1,376	21.3%	21	3.1%
P	436	6.7%	107	16.0%
None	143	2.2%	24	3.6%
Totals	6,469	100%	670	100%

The location of Draper, just outside of Salt Lake City, and the medical resources available via the University of Utah Medical Center (UUMC) is a significant benefit. The UUMC takes less than 45 minutes to drive when moving inmates to off-site specialty appointments and/or emergency room level of care, which cannot be conducted on-site.

Notwithstanding its many strengths, the UDC has a number of weaknesses, which should be addressed. The UDC does not currently have the capability to provide health care services via telemedicine for UDC inmates housed in county jails. County jails currently house approximately 1,600 UDC inmates at the M-3 and M-4 medical designation. The lack of a telemedicine service requires UDC medical staff to travel every week to county jails, as well as have inmates transported back to Draper for health care service or to off-site locations. The lack of telemedicine services results in increased health care costs.

Efforts are underway to launch the delivery of health care services via telemedicine at both the Davis and Weber county jails, where the counties have expressed interest in it. Each is an excellent candidate for telemedicine services due to their close proximity to Salt Lake City. If telemedicine services were to be added to Davis and Weber county jails, inmates designated as M-2 could be housed in those locations. Currently, Davis houses approximately 70 male UDC inmates and 10 female UDC inmates, while Weber houses 90 UDC male and 37 female UDC inmates.

The lack of a sufficient number of beds for inmates with severe mental health needs is a concern. Based on staff interviews, there are times when inmates in mental health crises are temporarily placed in non-traditional housing, such as a holding cell in the housing unit area, because beds are not available in the Infirmary. Mental health and custody staff indicated it is a constant struggle to move inmates into and out of the mental health infirmary beds, as well as into general population housing. This daily struggle is due to an insufficient number of mental health beds.

During the tour, a significant amount of down time was observed for all providers because of the length of time it normally takes to complete the count, as well as for staff to eat their noon meal. Staff advised that during count time inmate movement is restricted for an hour and half. The inability of staff to see inmates during this time should be reviewed and addressed in order to increase provider productivity.

Staffing: During multiple discussions with staff, the most significant issue raised around the potential closure and relocation of Draper was regarding the ability to hire staff at a remote location. Current UDC staff strongly believes the new location must be within the Wasatch Valley in order to attract, recruit, hire, and retain the necessary clinical/professional staff, as well as to remain close to off-site specialty providers and an acute care hospital.

The UDC health care staff believes that an expansion at CUCF of more than 1,000 additional inmates would not be appropriate for a number of reasons. They include:

- A very limited hospital in the community (acute care is more than one hour away),
- An inability to attract and hire clinical and professional staff (i.e., a psychiatrist position at CUCF has never been filled; and it took more than a year to hire a physician assistant for CUCF), and
- Expansion of CUCF placement of M-3 and M-4 inmates would mean that the county jails would be competing to house inmates in need of the same level of health care.

Additionally, a move out of the Wasatch Valley could jeopardize the current mental health intern program at Draper. Six interns are working part time at Draper as part of their clinical rotations. In the past, some of the mental health interns have been hired upon completion of their degrees and made correctional mental health care their chosen profession.

For nursing services, an expansion at CUCF would be welcomed, as there are limited nursing opportunities at the level of compensation paid by the UDC. However, in the Wasatch Valley area, nurses are difficult to recruit and retain due to the relatively low wages they are able to earn. It was reported that nurses are hired by UDC, gain valuable experience, and then frequently leave the UDC after a year for a higher paying job with the county or in the private sector.

RECOMMENDATIONS

Based on the current level and extent of care being provided in the Draper Infirmary, any new prison should include a Skilled Nursing Facility (SNF). Additionally, the new prison needs to have a separate medical/mental health wing for female inmates, a geriatric wing, and at least two padded rooms for housing inmates in mental health crisis.

ASSESSMENT OF CLINICAL SERVICES, ANCILLARY & ADJUNCT SERVICES, AND ADMINISTRATIVE SERVICES

Medical service staff

Medical staff consists of 62 employees in the following 13 positions. They are:

- 1-Medical Administrator
- 1-Nursing Director
- 1-Assistant Nursing Director
- 2-Medical Doctors
- 6-Physician Assistants
- 7-Registered Nurse-IIIs
- 16-Registered Nurse-IIs
- 1-Optometrist
- 1-Medical X-Ray Lab Specialist
- 1-Phelotomist/Correctional Officer
- 1-Physical Therapist
- 23 -EMT/Correctional Officers
- 1-Health Program Manager

A number of positions remain unfilled as a cost saving measure to ensure that the cost of medical services does not exceed its allotted funding. Cost savings total approximately $3.4 million annually. Those dollars, it was learned, are then used to offset the cost of other health care expenditures for which the appropriated amounts are insufficient to cover those costs.

Medical doctors see approximately 20 patients a day while physician assistants see 20 to 25 patients a day. All of the medical staff work 10-hour days, four days a week. It appears that this practice may be the result of custody staffs' schedule of 12 hours on, 12 hours off.

Health care services for inmates in county jails: The UDC provides all medical, mental health, and dental services for UDC inmates housed in county jails. A physician assistant travels to the county jails to see UDC inmates on a weekly basis. If the required health care cannot be provided on site, the inmate is transported to Draper for care. Having the physician assistant travel to the county jail to provide medical care is cost effective compared to having custody staff transport the inmates from the county jails to Draper for every health care appointment. This process reduces the number of trips for custody staff to take inmates back to Draper for health care services. However, as mentioned above, if telemedicine services were added to county jails, this could potentially reduce the physician assistants' time at the county jails and reduce the number of inmates transported to Draper for health care services.

Pharmacy services: Eight UDC staff provide pharmacy services. They include:

- 1-Pharmacy Director
- 2-Pharmacists
- 3-Pharmacy Technicians
- 2-Pharmacy Technicians/Correctional Officers

TABLE 5-2: UDC PHARMACY COSTS

Fiscal Year	Total Pharmacy Costs	Additional Pharmacy Costs for Inmates in County Jails	Costs Per Inmate Per Fiscal Year
2012	$3,571,922	$34,000	$518.34
2013	$3,546,789	$45,214	$494.53

There was a reduction in pharmacy costs per inmate of $23.81 from fiscal year 2012 to fiscal year 2013. This should be considered a success based on an anticipated annual increase in pharmacy costs year over year in the community setting. This result also demonstrates UDC clinical staff compliance with prescribing from the established formulary, prescribing only required medications, and an excellent medication purchasing contract to ensure best pricing.

The pharmacy operates five days a week, Monday through Friday from 5:30 a.m. to 3:00 p.m. and fills between 700 and 1,000 prescriptions per day. There is a functioning Pharmacy Committee and a Therapeutics Committee, which is chaired by the director of pharmacy. The purchase of all medications is through an established co-op, which ensures best pricing.

The UDC clinical providers use an established formulary to prescribe medication. The providers use the electronic medical record system to generate the prescription, which is then reviewed and filled by pharmacy staff. The medication is then packaged and delivered to nursing staff for distribution to the inmate. For inmates housed at CUCF and in county jails, the medication is placed in lockable suitcases and transported to these facilities by clinical or custody staff. There are some occasions when medication is mailed via FedEx, based on location of the county jail or unavailability of staff going to that

location within a reasonable timeframe to deliver medication. However, the timely delivery of medication to the county jails is identified as an ongoing issue based on the November 19, 2013, minutes of the CQI meeting.

Medication for inmates being released on parole is provided on the day of their release, which is usually Tuesdays. A 14-day supply is provided for medical medications and a 30-day supply for mental health medications.

As part of the consideration for relocation of Draper, UDC pharmacy operations do not have to be inside a new facility. The medication prescription process is electronic and medication can be mailed or transported by UDC staff, depending on the location of the new facility. Pharmacy operations should not be a significant concern in determining if Draper should be closed and relocated, based on this fact.

Mental Health Services: Mental health services are provided by 26.75 staff in the following job classifications. They are:

- 1-Mental Health Program Director
- 2-Psychiatrists
- 2-Psycologists
- 1-Supervising Psychologist
- 11-Licensed Clinical Therapists
- 1-Mental Health Correctional Specialist
- 3-Mental Health Correctional Program Administrators
- 1.75-Recreational Therapists
- 4-half time-Mental Health Correctional Interns

Inmates are classified/identified as “Y” if they have a mental health history and “N” if they have no mental health history. Based on UDC data for October 15, 2013, 39.8 percent of the male inmate population is designated as “Y.” However, UDC mental health staff advises that the prevalence rate of mental illness is approximately 17 to 20 percent for the entire UDC population, which equates to between 1,190 to 1,400 inmates. Draper has 160 designated mental health beds for male inmates and 36 mental health beds for female inmates. The Utah State Hospital has two beds set aside for UDC to use for mental health crisis placement.

Not all mental health designated inmates are prescribed medication nor do all of them need to be housed at Draper. According to UDC staff, approximately 250 mentally ill inmates are housed at CUCF. The mentally ill inmates housed at CUCF are provided mental health services from the assigned psychologist and a social worker.

Currently, due to the limited number of mental health beds in the Draper infirmary, inmates in mental health crisis are at times housed in non-traditional settings, such as holding cells in the housing units or treatment area. This is a less than an ideal situation.

Mental health treatment space is currently very limited. The visiting room is used for group treatment and recreation. The other treatment rooms include a small workout room, a crafts room, and limited education classroom space. There is a need to increase the treatment space in order to provide additional life skills training for the mentally ill population.

The positive and collaborative relationship between mental health and custody staff was very evident during the site visits and interviews with staff. Each entity recognizes the importance of the others in providing access to mental health care and operating a safe prison environment for staff and inmates.

Dental services: Dental services are provided by UDC eight staff in the following job classifications. They are:

- 1-Dental Clinical Director
- 3-Dentists
- 4-Dental Assistant/Correctional Officer-I

Dental services are provided to inmates at their request following intake screening and development of a dental treatment plan and a corresponding dental code designation. As with medical code designations, the dental code assists custody staff in the placement of inmates throughout the UDC system.

Dentists see an average of 16 patients per day and work 10 hours a day, four days a week. Dental services for UDC inmates housed in county jails are accomplished by way of transfer to Draper. This requires custody staff to transport the UDC inmate from the county jail to Draper and then return them to the county jail once dental treatment is completed. There are two UDC dentists assigned to CUCF to provide dental care to this population of approximately 1,600 inmates. UDC medical staff (medical doctors and physician assistants) are trained in the signs and symptoms of oral cancers pathology.

The main dental office at Draper is comprised of four chairs, which are separated only by a partial wall. This physical plant configuration may not meet HIPAA confidentiality requirements as an inmate in a dental chair may be able to overhear the dental discussions being conducted in the chairs next to them. Regardless of the decision to relocate Draper, the lack of confidentiality within the dental setting needs to be addressed by UDC.

Ancillary, adjunct, and administrative services: The ancillary, adjunct, and administrative areas consist of 16 UDC staff. They include:

- 1-Correctional Administrator-II
- 1-Correctional Program Administrator-II
- 1-Correctional Specialist-I
- 1-Senior Business Analyst
- 1-Support Services Coordinator-I
- 2-Administrative Secretary
- 7-Office Specialist-I

- 1-Custodian-II
- 1-Custodian-I

The Correctional Administrator-II is an important custody position within health care services. The presence of this person demonstrates that custody operations must work collectively and collaboratively with health care staff to ensure inmates are provided with timely access to adequate health care.

Telemedicine services: Telemedicine services are available in several specialty areas, including but not limited to OB, cardiology, dermatology, ENT, infectious diseases, orthopedics, urology, and neurology. The use of telemedicine services is cost effective and reduces the amount of inmate movement into the community.

The data provided by Draper staff included the list of telemedicine appointments, which occurred during the months of September and October 2013. Over this period of time a total of 278 telemedicine appointments occurred. A breakdown by day of the week is presented in Table 5-3.

TABLE 5-3: TELEMEDICINE APPOINTMENTS BY DAY OF WEEK

DAY OF THE WEEK	NUMBER OF APPOINTMENTS	PERCENT OF ALL APPOINTMENTS
MONDAY	80	28.7%
TUESDAY	53	19.0%
WEDNESDAY	49	17.6%
THURSDAY	84	30.2%
FRIDAY	11	4.0%
SATURDAY	1	>1%

Based on the above data, it appears Fridays may be underutilized, unless the telemedicine providers are not available on this day of the week. Another possible reason for the low usage on Fridays may be that UDC health care staff work 10-hour days, four days a week. There may be more health care staff off on Fridays, so fewer staff are available to facilitate the telemedicine appointments on Fridays.

As noted above, telemedicine services are not currently available in any of the county jails that house UDC inmates. If telemedicine services were added at some of the county jails, inmate transports would be reduced while still maintaining timely access to care at a lower cost.

Infirmary care: This is the highest level of health care placement at Draper. There are 12 medical beds, two negative air pressure beds, and eight mental health beds in the Infirmary. The mental health beds are all single celled, and are usually filled every day. Nursing staff is assigned to the Infirmary 24 hours a day, seven days a week. Nursing staff conducts wellness checks on all inmate-patients every 15 minutes, or more frequently if clinically indicated.

Custody staff sometimes houses/places inmates in an Infirmary bed for non-medical reasons. When this occurs, per policy, a review is conducted at least every five days in order to determine if there is a better housing location for the inmate. According to health care staff, this is not a problem as it does not happen very often and all staff work together in the best interest of the inmate-patient.

All of the Infirmary beds are unlicensed, but do meet NCCHC standards.

There are a number of inmates who have been in the Infirmary for extended periods of time due to ongoing medical or mental health needs. These inmates are not allowed, per custody policy, to possess their personal television, radio, or property. Health care staff would like to see this policy changed for inmates who are long-term Infirmary placements.

Optometry services: A UDC optometrist provides optometry services on-site at Draper. The optometrist sees approximately 16 to 18 inmates per day. Any glasses, which need to be provided, are ordered through a contract with Select Optical. Any inmate, who is in need of "readers," may purchase them through the inmate commissary. If the inmate is indigent, glasses will be provided to them at no cost.

Having an optometrist on staff reduces the number of inmate off-site transports and/or eliminates the need for a contract optometrist at a potentially higher cost. The net result is optometry costs are minimized, and access to care for inmates is expedited by having an optometrist on staff.

Specialty care and diagnostics: These services include specialty care referrals, lab work, X-rays, and dialysis. A committee chaired by the medical director and comprised of the entire medical team (e.g., medical doctors and physician assistants) reviews all specialty care service requests. This committee reviews as a group all of the requests for specialty care. This collaborative internal process reduces unnecessary specialty care referrals, as medical staff is able to provide/suggest alternative approaches to the medical issue before approving a specialty care referral.

Specialty care is provided via contract with UUMC located in Salt Lake City, about a 45-minute drive from Draper. Custody staff transports the inmate(s) to UUMC on the day of the appointment, remains with the inmate until the specialty provider sees them, and then returns the inmate to Draper. There is only one secure room at UUMC for inmates waiting to be seen by a specialty provider.

Health care staff performs blood draws and urine sample collection as ordered by clinical staff. There is no lab on-site, and all samples are sent to Quest Diagnostics for analysis. The Quest Diagnostics service is the third highest health care budget line item for UDC, after hospital care and physician services. Quest Lab services expenditures for fiscal year 2012 were $208,925 and for fiscal year 2013 the expenditures were $236,875.

X-ray services are available on-site via digital X-ray equipment, which is five and a half years old. The UDC X-ray technician takes the X-rays and sends them electronically to UUMC radiology staff to be read. The turnaround time is usually 24 hours and STAT reads can be accomplished within one hour. MRI services are provided on-site once a week. By providing this service on-site it mitigates cost and reduces the number of inmate transports into the community.

Dialysis is provided on-site at Draper for six inmates. Dialysis services are being provided via contract with the UUMC. UUMC staff report to Draper six days a week to perform dialysis services. Having the

staff come to where the inmates are reduces medical transports and related custody costs. This method of providing dialysis service is considered cost effective.

Receiving and orientation: The Receiving and Orientation (R&O) Unit at Draper receives all male UDC new commits and male parole violators returned to custody. The volume of male admissions by type of admission from 2000 to 2013 is presented in Table 5-4. A comparable table for female admissions is also presented.

TABLE 5-4: MALE INMATES ADMITTED (2000-2013)

MALE ADMISSIONS BY TYPE						
YEAR	NEW COMMITMENT ONLY	NEW COMMITMENT/ PAROLE VIOLATION	PAROLE VIOLATION ONLY	NEW COMMITMENT/ PROBATION VIOLATION	PROBATION VIOLATION ONLY	TOTAL
2000	888	461	1,067	235	244	2,895
2001	798	419	910	207	205	2,539
2002	868	496	844	257	233	2,698
2003	986	467	871	260	271	2,855
2004	940	445	783	320	291	2,779
2005	997	411	1,004	311	318	3,041
2006	966	371	1,028	298	288	2,951
2007	946	293	1,099	274	306	2,918
2008	922	241	1,112	302	267	2,844
2009	1,006	295	1,074	339	318	3,032
2010	1,124	233	857	343	266	2,823
2011	1,038	245	766	334	349	2,732
2012	885	194	815	335	375	2,604
2013	925	166	784	267	412	2,554

TABLE 5-5: FEMALE INMATES ADMITTED (2000-2013)

FEMALE ADMISSIONS BY TYPE						
YEAR	NEW COMMITMENT ONLY	NEW COMMITMENT/ PAROLE VIOLATION	PAROLE VIOLATION ONLY	NEW COMMITMENT/ PROBATION VIOLATION	PROBATION VIOLATION ONLY	TOTAL
2000	85	66	148	45	42	386
2001	84	44	111	38	41	318
2002	83	68	91	62	58	362
2003	125	68	118	59	81	451
2004	122	73	134	84	80	493
2005	148	69	170	89	87	563
2006	141	67	183	87	105	583
2007	129	54	196	73	97	549
2008	145	43	220	61	87	556
2009	138	61	204	72	83	558
2010	169	54	163	79	90	555
2011	137	45	168	91	88	529
2012	133	24	163	98	120	538
2013	133	23	158	93	130	537

The latest data provided by UDC is for 2013, which reports a total of 3,091 admissions, of which 2,554 are males and 537 are females. On a monthly basis, that amounts to 213 males, and 45 females who are admitted separately from the males, directly into Timpanogos, the facility for female inmates at Draper.

The health care R&O process encompasses a medical, mental health, and dental evaluation. Per R&O health care staff, these three reception steps take from a week to 30 days to complete. However, the remaining R&O processes can take several more weeks and inmates are usually not transferred out of R&O until 3 to 6 weeks after arrival.

R&O health care staff indicated that new arrivals from the county jails arrive with their prescribed medication in only about 30 percent of the cases. As a consequence, Draper medical staff must contact the sending county jail health care staff in order to determine what medication the inmate is currently prescribed.

New arrivals are staged in a large holding cell where a UDC physician assistant asks each inmate if they want to have a physical examination as part of their medical intake screening. This process occurs in very close proximity to other inmates. Only about 30 percent of the inmates agree to have a physical examination, health care staff reported. The same rate of acceptance for dental screening was reported. These rates were not confirmed with an R&O dentist, as none was present in R&O at the time of our

tour. However, those rates appear contradictory to rates reported in the CQI meeting minutes of November 19, 2013, which noted that intake physicals are being completed 98 percent of the time.

If the description of the intake process is accurate, it is not conducive to gaining inmate compliance with having a physical examination as part of the intake screening. Intake screenings and physical examinations are the first opportunities to determine an inmate's needs, both immediate and long-term. It is essential that a thorough screening and physical examination take place as soon as possible after arrival at R&O. It is suggested that all interaction between a provider and an inmate take place in a confidential setting away from other inmates. By removing each inmate from the group holding cell, placing them in an examination room, and then beginning the screening and physical examination process, more inmates are likely to comply with staff's request for an examination.

MEDICAL PAROLE

The UDC has a medical parole process, where an inmate who has been diagnosed with a terminal illness, may be referred to the Board of Pardons and Parole for an early release. From March 2011 until October 2013, 64 applications for a medical early release were filed. Of those 64 cases, the Board of Pardons and Parole approved 46 inmates for early release. Six cases were withdrawn as the inmate's medical condition improved. Of the remaining twelve cases, it is assumed the Board of Pardons and Parole either denied them or the inmate died before a decision was made.

The team was advised this process is not formal, which may result in a low number of inmate requests. A formal medical early release process could raise the number of inmates who meet the criteria and apply for an early medical release. If the processes were formalized and more inmates applied and approved for release, the health care cost to UDC could be significantly reduced.

INMATE GRIEVANCES

A valuable tool in assessing a correctional health care system is through a review of the inmate grievance process. The inmate grievance process allows management staff to obtain front line information regarding how the health care system is functioning. In other words, the inmate grievance system can be seen as an early warning sign of system failures or employee concerns.

A review of the January through October 2013 inmate grievance data shows a total of 784 inmate grievances were filed. As in most correctional setting, the top three issues were; disagreement with prescribed medication, staff complaint, and disagreement with treatment plan. This confirms that clinical staff are making sound clinical decisions and not just giving the inmate what they request or want.

A breakdown by specific grievance issue based on data from January through October 2013 is presented in Table 5-6.

TABLE 5-6: HEALTH CARE GRIEVANCES (JANUARY-OCTOBER 2013)

ISSUE	NUMBER	PERCENTAGE OF TOTAL GRIEVANCES
Medication	213	27.16%
Staff Complaint	183	23.34%
Treatment	133	16.96%
Access to Care	100	12.75%
Mental Health	64	8.16%
Clearances	36	4.59%
Supplies	29	3.69%
Co-Pay Issues	29	3.69%
Other	20	2.55%
Dental	19	2.42%
Diet	11	1.40%
Emergency Response	4	0.51%
Optometry	1	0.12%

HEALTH SERVICE CONTRACTS

The UDC currently has a number of health care contracts, most of which are with the UUMC. According to UDC staff, the contracts are structured as follows:

- Hospital contracts for diagnostic services at 59 percent of usual and customary costs;
- Physician group (UUMC) at 66 percent of usual and customary costs;
- On-site services at 81 percent of usual and customary costs;
- Telemedicine services at usual and customary costs, plus $25.00; and
- Dialysis services at 50 percent of usual and customary cost, plus staff costs.

Contract costs, actual and projected, for multiple areas are presented in Table 5-7.

TABLE 5-7: HEALTH CARE CONTRACT COSTS

	FY12	FY13	FY14 (Projected)
CUCF (Gunnison):			
Emergency Health Care	$45,965	$93,813	$56,949
Radiology Services	$7,266	$9,208	$12,301
Bio-Hazard Waste Removal	$4,950	$5,400	$5,400
County Jails:			
Medical Costs	$142,917	$55,254	$100,789
Drugs	$34,000	$48,214	$54,624
Draper:			
UUMC Hospital Care	$5,118,232	$5,457,912	$5,457,916
UUMC Physician Services	$3,217,347	$3,203,597	$3,372,314
Quest Diagnostics (lab)	$208,975	$236,875	$228,073
Ambulance Draper to UMC	$104,890	$159,412	$153,838
Oral/Facial Surgery	$96,817	$126,376	$134,400
MRI Testing	$67,800	$106,400	$86,400
Dental Prosthesis	$32,215	$40,147	$42,832
UUMC X-ray Storage	$30,890	$30,890	$31,480
Optics (frames & lenses)	$19,865	$21,006	$26,693
Ultrasound	0	$11,900	$19,600
Hearing Services	$13,801	$15,255	$16,400
Electrocardiograph Testing	0	$3,300	$16,400

CURRENT UTILIZATION DATA AND QUALITY ASSURANCE TOOLS AND PROCESSES

The UDC has a Continuous Quality Improvement (CQI) policy, which is in line with NCCHC standards. A review of the meeting minutes and attendance at the November 19, 2013, CQI meeting was very informative.

The committee is effective in identifying issues, conducting process improvement evaluations, and establishing corrective actions in order to improve compliance. The fact that some issues have not been resolved completely is noted, but is not considered as a failure, as long as staff continues to work on the issue and adjusts corrective action in order to meet established goals.

A few of the action items identified in the CQI meeting minutes as ongoing issues are:

- Outside consult reports not being reviewed and noted in a timely manner by the inmate's primary care provider;
- Discharge orders not being completed by the provider when releasing inmate from an Infirmary bed;

- Staff shortages;
- Outstanding ICR for medical and dental. As of October 2013, 677 pending medical request and 360 dental requests. This equates to a 1 to 3 week wait to see a provider;
- County jail inmates not receiving medication in a timely manner; and
- County jail inmates not being seen in a timely manner.

SUMMARY FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

- The Draper facility has a stable executive health care team, with an excellent working relationship with custody and security staff.
- The Draper facility has been accredited through NCCHC for 20 years, which is a substantial achievement.
- The UDC has a strong medical, mental health, and dental coding system, which is used as a factor in housing UDC inmates.
- Draper is in close proximity to higher level of care and specialty services at UUMC.
- Pharmacy operations are cost effective.
- Consideration should be given to formalizing the medical parole process to increase the number of inmates considered for medical parole, which could result in lower health care costs for UDC.
- The UDC has limited telemedicine capabilities with Gunnison and no telemedicine services for UDC inmates housed in county jails.
- There are an insufficient number of mental health crisis beds and mental health beds at lower levels of care resulting in a constant struggle to house inmates at the required level of care in a timely manner.
- There is a significant amount of down time due to the mandated noon count and serving of the noon meal.
- Custody restrictions of allowable property for inmates housed in the Infirmary on a long-term basis should be reviewed.

PROJECTION OF UTILIZATION DATA TO DETERMINE PROBABLE BED NEEDS FOR SPECIAL MEDICAL NEEDS POPULATIONS

Utilizing the current percentage for each medical classification for the male population as of October 15, 2013, the extent to which future inmates will need medical care are presented the following table.

TABLE 5-8: CURRENT AND PROJECT MEDICAL CLASSIFICATIONS FOR MALE INMATES OCTOBER 2013–OCTOBER 2018

Year	2013	2014	2015	2016	2017	2018	5-Year Increase
Totals	**6,469**	**6,567**	**6,675**	**6,783**	**6,891**	**6,999**	**530**
M-1	13.9%	913	928	943	958	973	68
M-2	31.6%	2,075	2,109	2,143	2,178	2,212	163
M-3	24.1%	1,583	1,609	1,635	1,661	1,687	127
M-4	21.2%	1,392	1,415	1,438	1,461	1,484	108
P	6.7%	440	447	454	462	469	33
None	2.2%	144	147	149	151	154	11

Using the current percentage of inmates with a mental health designation for the male population as of October 15, 2013, the following projections are presented in the table below.

TABLE 5-9: CURRENT AND PROJECTED MENTAL HEALTH DESIGNATIONS FOR MALE INMATES OCTOBER 2013–OCTOBER 2018

Date	2013	2014	2015	2016	2017	2018	5-Year Increase
Totals	**6469**	**6,567**	**6,675**	**6,783**	**6,891**	**6,999**	**530**
YES	39.8%	261	2,657	2,700	2,743	2,786	213
NO	60.2%	3,953	4,018	4,083	4,148	4,213	317

Using the current percentage for each medical classification for the female population as of October 15, 2013, the following projections are presented for female inmates in Table 5-10.

TABLE 5-10: CURRENT AND PROJECT MEDICAL CLASSIFICATIONS FOR FEMALE INMATES OCTOBER 2013–OCTOBER 2018

Year	2013	2014	2015	2016	2017	2018	5-Year Increase
Totals	**670**	**704**	**72i6**	**750**	**774**	**798**	**128**
M-1	42.8%	301	311	321	331	342	55
M-2	12.9%	91	94	97	100	103	16
M-3	21.5%	151	156	161	166	171	27
M-4	3.1%	22	23	23	24	25	4
P	16.0%	113	116	120	124	128	21
None	3.5%	25	25	26	27	28	4

Using the current percentage of inmates with a mental health designation for the female population as of October 15, 2013, the following projections are listed below.

TABLE 5-11: CURRENT AND PROJECTED MENTAL HEALTH DESIGNATIONS FOR FEMALE INMATES OCTOBER 2013–OCTOBER 2018

Year	2013	2014	2015	2016	2017	2018	5-Year Increase
Totals	**670**	**704**	**726**	**750**	**774**	**798**	**128**
YES	73.1%	515	531	548	566	583	93
NO	26.9%	189	195	202	208	215	35

The above projections are based on a straight-line calculation of current percentages (inmate population as of October 15, 2013) of medical and mental health designations. However, the inmate population will continue to age over the next five years, which will result in additional bed needs for inmates over the age of 55. These projections are only a rough estimate of the number of inmates at each of the medical and mental health classifications. From these estimates, the future medical and mental health bed needs could be projected.

As a whole, the UDC must plan on adding the appropriate number of beds for the projected number of inmates at each medical classification and mental health designation. Most important are the beds at the higher medical classifications, Infirmary, M-1, and M-2. The inmates at this level of medical care require more frequent contact with clinical staff on a daily, weekly, and monthly basis. Inmates at M-3

and M-4 can and should continue to be housed in CUCF and in the various county jails. This designation method will continue to keep health care costs down and allow clinical staff to focus its resources on those with the greatest need.

SPECIFIC NEW PRISON HEALTH CARE REQUIREMENTS

As inmate populations have increased over the years and programs gave been added and/or moved from one area to another, future needs may be met by implementing the following seven recommendations. They are:

1. Increase the number of Infirmary beds for medical, mental health crises, and females, in a skilled nursing facility.
2. Increase bed capacity for mental health inmates within the general population.
3. Increase treatment space for individual and group mental health programs.
4. Ensure compliance with HIPAA confidentiality requirements within the dental areas.
5. Ensure accessibility for disabled inmates in housing units, programs, services, and activities as required by ADA.
6. Expand use of telemedicine at CUCF and for UDC inmates housed in county jails.
7. Conduct a salary survey within the Wasatch Valley for nursing classifications to determine if UDC nurse pay is competitive with other employers.

6. COUNTY JAILS

FINDINGS AND RECOMMENDATIONS

- **County jail capacity represents 23 percent of overall system capacity.** The currently funded capacity of the county jails is 1,696, and this represents 23 percent of the UDC's overall maximum capacity. Twenty-one counties are under contract with UDC to house inmates and currently all but one have state inmates under their custody.
- **Oversight of county jails by UDC has improved since the Inmate Placement and Program Bureau (IPP) has assumed oversight.** In August 2013, UDC's IPP Bureau took control of monitoring the county jails that held state inmates. Since that time, the monitoring and tracking of county jails has continued to improve.
- **More than 400 inmates in prisons meet the criteria for placement in county jails.** Based on IPP's and MGT's review, there are currently more than 400 additional inmates housed in the state prisons who are qualified for county jail placement.
- **Recidivism tracking should be expanded to separate out those inmates in county jails who go through programming.** The state currently tracks the recidivism rates of offenders released from their custody. However there is no method to compare the recidivism rates of inmates who are housed in the county jails and involved in programming, against other segments of the population. UDC should attempt to separate out recidivism tracking for those offenders who have completed programming in the state prisons.
- **Programming for those state inmates housed in the county jails should increase.** County jails offer programming, but not at the level or intensity of the state prison system. MGT found the levels of programming offered to state inmates housed in the county jails to be significantly lower than what is offered to them in the state prison system. Forty-two percent of the inmates in the county jails were idle, compared to 27 percent in the state prison system.

County jails have served a vital role in providing inmate housing in the State of Utah for the past several decades. As a result of an insufficient number of beds being available within the Utah Department of Corrections (UDC) contracts have been established between the department and 21 local counties to provide housing, service, and program support for a portion of the state inmate population. In return, the local counties receive a daily incarceration rate for the beds being used. This relationship has widely been recognized as beneficial to both the State of Utah and the counties involved.

The agreement between the department and the counties initially began in the early 1980s as an alternative housing option which would allow selected inmates to be separated from the existing prison population. As time went on more state inmates and a more diverse population became housed in the county jails. This consistent growth and expansion in the use of county jail beds has resulted in contractual relationships being developed between the department and selected counties. Based on current contracts, the UDC may house approximately 2,177 state inmates in jail beds. However, as a result of available funding the average maximum population is limited to approximately 1,696. This funding level represents the ability to fill approximately 78 percent of the reported contractual jail bed capacity.

In addition to the housing contracts an added level of enforcement currently in place are applicable Utah statutes, codes, standards, and approved Senate and House bills related to the housing of state inmates in county jails. Counties are now currently required to have an approved Legislative Resolution to enter into a contract with the UDC for the housing of state inmates as cited in Title 64 Chapter 13e of the Utah Code.

As the history of jail bed usage for housing state inmates shows, the jail contracting program has steadily grown in size and scope. As the state inmate population has grown so has the use of county jail beds. The number of state inmates housed in jail beds has expanded from an average of 78 inmates in 1989 to an average of 1,601 during calendar year 2013. Since 2003, county jails have housed on average approximately 20 percent of the total state inmate population. In the past two years the average has increased from 20 percent to approximately 22 percent in 2012 and approximately 23 percent in 2013. During calendar year 2013 the use of jail beds has continued to expand as evidenced by an average of 1,630 state inmates being housed in county jail beds from August 1 through October 31, 2013.

The total number of state inmates that can be held in county jails is dependent upon a number of factors. These primary factors include:

- The UDC and jail housing contracts, statutes, codes, and resolutions;
- The state funds made available for contract housing;
- Appropriate bed space being available within both the UDC and counties; and
- The number of approved inmates identified for county jail placement.

All of these areas will be explored further throughout this section of the report.

UDC and jail housing contracts: As noted there are currently 21 county jails that have a contractual relationship with the UDC to provide bed space to house state inmates. At the time of this report 20 these counties were housing state inmates. Carbon County was not able to house inmates due to size of their existing county inmate population and the populations' impact on overall available bed space, no state inmates were being housed in Carbon County.

In total, the contracts with the counties allow for approximately 2,177 dedicated jail beds identified for state inmates, while state funding is appropriated for 1,696. The number of contractual beds is determined by a combination of approved joint resolutions, existing contracts and the Utah Code.

The Utah Code Annotated Subsection 64-13e-103 provides the following key points in relation to housing state inmates in county jails:

- Subsection 1, Subject to Subsection 6, "*the department may contract with a county to house state inmates in a county or other correctional facility.* "
- Subsection 2. "*The department shall give preference for placement of state inmates, over private entities, to county correctional facility bed spaces for which the department has contracted under Subsection (1).*"
- Subsection 5. "*Counties that contract with the department under Subsection (1) shall, on or before June 30 of each year, submit a report to the department that includes: (a) the number of*

state inmates the county housed under this section; and (b) the total number of state inmate days of incarceration that were provided by the county."

- Subsection 6. "*Except as provided under Subsection (7), the department may not enter into a contract described under Subsection (1), unless the Legislature has previously passed a joint resolution that includes the following regarding the proposed contract: (a) the approximate number of beds to be contracted; (b) the final state daily incarceration rate; (c) the approximate amount of the county's long-term debt; and (d) the repayment time of the debt for the facility where the inmates are to be housed.*"
- Subsection 7. "*The department may enter into a contract with a county government to house inmates without complying with the approval process described in Subsection (6) only if the county facility was under construction, or already in existence, on March 16, 2001.*"
- Subsection 8 "*Any resolution passed by the Legislature under Subsection (6) does not bind or obligate the Legislature or the department regarding the proposed contract.*"

Six of the county jails with housing contracts also have approved joint resolutions. These counties include: Beaver; Davis; Kane (2); San Juan (2); Sanpete (2); and Uintah. On the following page is a list of all of the contractual county jails and the approximate number of beds identified in each contract.

TABLE 6-1: CONTRACTUAL COUNTY JAILS AND BEDS PER CONTRACT

UDC - Contractual Jail Capacity	Contracted Beds	Available Beds	Funded Beds	Medical Level	Comments
Male Beds					
Beaver	396	380		M3	Bonded - (122) SA Beds
Box Elder	40	28		M3	Bonded
Cache	90	67		M3	
Carbon	10	0		M4	Not Used
Daggett	86	80		M4	Bonded
Davis	80	78		M3	
Duchesne	150	100		M3	
Garfield	92	92		M3	(24) SA Beds
Grand	10	10		M3	(10) must be same gender. M/F
Iron	10	10		M3	
Juab	15	6		M4	
Kane	160	160		M3	Bonded - (66) SA/SO Beds
Millard	64	52		M3	(16) SO Beds
San Juan	110	76		M3	Bonded - (64) SO Beds
Sanpete	68	68		M3	Bonded - (32) SO Beds
Sevier	70	70		M3	Bonded
Summit	25	28		M3	
Uintah	248	240		M3	
Washington	185	185		M3	Bonded
Weber	125	125		M3	Bonded
Contractual Male Jail Beds	2,030	1855	1,560		Special Program Beds (334)
Average Daily Population			1,480		CY2013.
Female Beds					
Cache	10	8		M3	
Davis	20	22		M3	
Grand	0	0		M3	(10) must be same gender. M/F
Sanpete	8	8		M3	Bonded
Summit	10	5		M3	
Wasatch	55	40		M3	Bonded
Washington	15	15		M3	
Weber	25	25		M3	Bonded
Contractual Female Jail Beds	147	123	136		
Average Daily Population			121		CY 2013.
Combined Jail Beds	**2,177**	**1,978**	**1,696**		

Source: UDC – IPP Bureau. December 2013

Notes: - San Juan County increased the number of funded sexual offender treatment beds by (32) in January 2014.
- Available beds reflects approved beds as of December 2013 as reported by UDC in consultation with jail personnel. Male and female bed capacities may fluctuate based on bed space needs.
- SA: Substance Abuse Treatment
- SO: Sexual Offender Treatment

While the counties have provided needed bed space for the state prison system, many have also become financially dependent upon their existing contract. Twelve of the counties have bonded upon agreement with the department for the housing of state inmates. As a result of the bonds, each of the twelve counties relies heavily upon the compensation received for housing state inmates to pay their debt obligations. These counties include: Beaver; Box Elder; Daggett; Duchesne; Garfield; Kane; San Juan; Sanpete; Sevier; Wasatch; Washington; and Weber.

Even though the contracts identify approximately 2,177 dedicated jail beds for state inmates, the director of the Inmate Placement Program (IPP) is routinely in contact with the administrator at each contract facility to verify the availability of beds to the UDC. As a result of those contacts the number of dedicated beds available to the UDC may vary slightly from the contract number. Local county jail in-house population levels may periodically change impacting the number of available beds for state inmates.

In January 2014, the reported number of approved jail beds available to the UDC was approximately 1,978 or 9 percent less than the contract number. This includes current available and approved jail beds with existing contracts. There are several facilities that have indicated they have additional available beds, however a resolution would be required prior to using those beds.

TABLE 6-2: UDC COUNTY JAIL HOUSING

UDC County Jail Housing	
Jails	Beds
County Contracts	2,177
Available and Approved*	1,978
FY 2014 Funding	1,696
CY 2013 ADP	1,601

* Source: UDC IPP Bureau as of January 2014.

A sufficient number of beds are available in the county jails, given the current state funding appropriated for county housing and the average daily population of state inmates in county. Considering the limited number of beds available at Draper and CUCF increasing the number of inmates housed in a contract county jail is a housing opportunity that should be seriously explored.

As the state inmate population level grows and the need for more beds becomes necessary additional state funding is going to be required. If additional state funding was appropriated to match the current approved beds that are available (1,978), over 280 additional approved jail beds could be used to house qualified state inmates in existing contract county jails. Based on our review with UDC, currently an average of 475 inmates housed at Draper and CUCF are undergoing the review process for potential jail placement consideration.

In January 2014 command staff from the UDC reported there has been as many as ten different counties that have expressed an interest in either expanding their current housing contract or entering into a new housing contract. UDC personnel reported that resolution proposals in the recent past have failed to advance through the Utah Association of Counties. One resolution would have allowed Iron County to increase their state inmate beds from 10 to 35; the other would have authorized placement of 100 state

inmates at the newly expanded Tooele County Jail. In addition, eight other counties have expressed interest in either expanding the number of approved beds being available or entering into a housing contract, however at least one county has an existing inter-local agreement with the city in which they are located not to expand without the issue being mutually addressed by both entities.

Although there appears to be an interest by some counties to expand the number of beds available to the UDC or enter into a housing agreement, the following factors should receive extensive review before expanding housing options.

- The amount of state funding appropriated for contractual beds;
- The counties commitment and ability to operate within established jail standards and nationally recognized best practices in the corrections industry;
- How the expansion fits into the departments master housing plan; and
- The number of approved county jail placement candidates available for transfer

State funding made available for contract housing: Each fiscal year, the Utah Department of Corrections determines an average state daily incarceration rate as defined in Utah Code 64-13e-102, for payment to jails housing state inmates. Applicable statutes also identify the process to determine the incarceration rate. Utah Code 64-13e-105 cites the following key points:

- (1)(a): Before September 1 of each year, the department shall calculate, and inform the counties and the Utah Commission on Criminal and Juvenile Justice of the average actual state daily incarceration rate for the most recent three years for which the data is available.
- (1)(b): The actual state daily incarceration rates used to calculate the average rate described in Subsection (1)(a) may not be less than the rates presented to the Executive Appropriations Committee of the Legislature for purposes of setting the appropriation for the department's budget.
- (2): Before September 15 of each year, the following parties shall meet to review and discuss the average actual state daily incarceration rate, described in Subsection (1) and the compilation described in Subsection 64-13e-104(7). One sheriff of a contract county; one sheriff of a county receiving reimbursement from the department for housing state probationary or parole inmates; the executive director/designee of the department; one member of the legislative body of one contract county; one member of the legislative body of one county receiving reimbursement from the department for housing probationary or parole inmates; the executive director/designee of the CCJJ; and the executive director/designee of the Governor's Office of Management and Budget.
- (3)(a) The average actual state daily incarceration rate, reviewed and discussed under Subsection (2), may not be used for purposes of calculating payment or reimbursement under this chapter, unless approved by the Legislature in the annual appropriations act.
- (3)(b) Nothing in this chapter prohibits the Legislature from setting the final state daily incarceration rate at an amount higher or lower than: the average actual state incarceration rate; or the final state daily incarceration rate that was used during the preceding fiscal year.

As noted above, after reviewing the average daily incarceration rate, the Legislature designates a final state daily incarceration rate. Based on the final state daily incarceration rate a jail contracting rate can be determined as cited in Utah Code 64-13e-103(3).

For fiscal year 2014, the Legislature set the final state daily incarceration rate at $64.18. As a result, the jail contracting rate for beds with no programming is $46.85 ($64.18 x .73) and for beds with approved programming is $50.70 ($64.18 x .79). The 2014 rates are identical to the rates that were approved for fiscal year 2013.

In reviewing the fiscal years 2013 and 2014 Appropriations Report the following amounts were allotted for jail contracting:

- $26,232,800 from the General Fund;
- $2,765,000 one-time general funds to maintain the current ($46.85/daily) rate and add approximately 92 beds; and
- $362,800 one-time general funds for contract county facility treatment for state inmates.

Without the appropriation of funding available through "one-time general funds", which has been the legislative practice during the recent years and/or through an overall increase in ongoing general funds, the number of inmates that could be housed in jail beds and the number of state inmates housed in jails that participate in approved treatment programming would drastically decrease. In addition, if "one-time general funds" were to be discontinued and/or no additional increase in general funds were provided, based on the current state population trends, the established emergency release capacity provision may have to be enacted for both males and females in the near future as no significant alternative housing option is readily available.

INMATES APPROVED FOR COUNTY JAIL PLACEMENT

County jails represent 23 percent of the UDC's overall capacity. Policies have been developed by the UDC to identify procedures, practices, and the minimum criteria to determine which inmates may be appropriate for county jail placement, and personnel assigned to the Inmate Placement Program Bureau (IPP) are responsible for overseeing the inmate selection process. The selection process that has been established is extensive, includes several reviewing levels and takes into consideration operational costs, bed space availability, the services and types of beds provided at each facility and overall safety and security needs.

On a weekly basis a computer generated list of inmates housed at Draper and Gunnison is prepared and reviewed for possible county jail placement. Once the list is established an initial filtering process occurs that eliminates inmates that are not currently considered appropriate for county jail placement. These major filtering components include the following:

- Length of time to serve. Inmates with less than six weeks or more than ten years to their release or hearing date are generally not considered.
- Medical acuity level. Inmates with a medical acuity level of P, 1, or 2 are generally not considered. Inmates with medical holds at the time of the review are also generally not

considered for placement. All contract county jails are currently designated as either medical acuity level 3 or 4 facilities.

- Active 1st degree felons. Inmates actively serving time for a 1st degree felony conviction where loss of life occurred are generally not considered unless they are within 36 months of their established release date.
- Security classification. Inmates with a security classification level of 1 or 2 are generally not considered. Inmates with a security classification of 2 as a result of a security override may be considered on a case by case basis.
- Inmates actively involved in select programs while housed at Draper or Gunnison are generally not considered. This may include inmates currently assigned to Substance Abuse Treatment, Mental Health, Maximum Security, Sex Offender Programming, DATC, Education, Learning Disability, Receiving and Orientation, Security Threat Group Housing, or the Work Camp.
- Inmates with holds. Returned parole violators without a hearing date scheduled, inmates with the legal status of Compact or inmates with U.S. Marshal holds are generally not considered.

Upon completion of the initial screening review additional factors are then taken into consideration such as the inmates' institutional behavior history; history of escape; programming needs; violence history; special needs and overall safety concerns. Once the secondary review is completed and their status is verified, the following factors are considered to identifying specific locations where the inmate may be placed:

1. The area in which the inmate's family lives or the area where the inmate will parole;
2. The medical acuity level of the inmate and the facility;
3. Programming needs;
4. Safety concerns; and
5. Facility needs.

The IPP staff then contact select counties to determine if they are interested in providing housing, support, and services for the inmate. If approved by a county, the inmate will then be placed on the county jail wait list pending transport to the county jail.

Based on information provided by personnel from the UDC IPP Bureau, at any given time there are approximately 475 inmates undergoing the county jail placement secondary review process and on average approximately 43 inmates ready to be transferred. This number reflects an average for calendar year 2013. Some days there are more inmates on the pending transfer list and some days less. Nearly all of the inmates on the approved waiting list are males and normally there are either one or fewer females on the approved waiting list. The medical acuity level appears to be the primary reason more females are not placed on the approved transfer list.

Any consideration in expanding the state funding appropriated for county jail placement will also require an examination of the entire housing review process, including the existing criteria, program availability, and the timeliness to determine final placement approval. An average of 43 inmates on the

approved wait list and ready to be transferred is a concern that needs to be addressed if expanding the number of beds is considered. Expanding state funding and increasing the use of existing contractual beds appears to be a viable solution to manage the current capacity concerns provided those expanded beds can be filled by qualified state inmates.

In addition to a thorough examination of the county jail review process additional areas that should be considered to expand the number of eligible candidates may include the following: expanding the medical acuity level of inmates being considered for county jail placement. All of the county jails current medical service coverage is currently considered level 3 or 4. As a result, only inmates with a medical acuity level of 3 or 4 are considered for county jail placement. If medical services and coverage in some of the county jails were upgraded to level 2, inmates with a medical acuity level of 2 may be considered. Based on a review of the current inmate population this could potentially expand the pool of eligible county jail placement candidates by as many as 1,000. As a result of including medical acuity level 2 inmates a sufficient number of qualified state inmates would be available to fill an expanded number of contract county jail beds without considering placement of higher security risk inmates in the county jails.

Additional existing criteria that may be considered to expand the county jail pool population is evaluating parole violators pending hearings, inmates with a history of marginal institutional behavior and inmates with immigration or U.S. Marshall holds. This reexamination of the criteria may result in additional inmates being considered eligible for county jail placement, if needed.

UDC JAIL MANAGEMENT OVERSIGHT

As noted previously, the Inmate Placement Program bureau (IPP) is responsible for overseeing the jail contract program. The oversight responsibilities are relatively new to the staff assigned to the IPP Bureau who assumed these responsibilities in August of 2013. Prior to this time, the oversight responsibilities were provided by investigative staff assigned to the UDC Law Enforcement Bureau. As a result of this transition, there have been several recent changes impacting the jail monitoring program, the inmate selection criteria, and the number of staff made available to meet existing responsibilities.

The IPP is a bureau located within the UDC's Division of Institutional Operations and is led by a seasoned professional serving in the capacity of the IPP Director. The director has a team of dedicated staff including 27 approved positions of which 25 were filled in the end of November 2013. These positions include a combination of supervisors, investigators, case managers, a financial analyst, and support personnel.

One of the primary missions of the Inmate Placement Program is to ensure public safety by effectively managing contracts and the state inmates housed in the county jails. This mission is accomplished through the development and understanding of applicable statutes, policies, procedures, standards and requirements that provide direction in the operation of the jail contracting program. Several key documents provide guidance for their duties:

- Utah Statutes and Codes: 77-28b-6, Role of Inmate Placement Program Bureau; 64-9b, Work Programs for Prisoners; 64-13-14, Secure Correctional facilities; 64-13-25, Standards for programs -- Audits; 64-13e-102, Definitions; 64-13e-103, State Payment and Reimbursement to County Correctional Facilities – Contracts for housing state inmates; 64-13e-105, Procedures for

setting the final state daily incarceration rate; and 64-13-38(3) Emergency release due to overcrowding.

- H.C.R. 5 - Concurrent Resolution on Regional Correctional Facilities and County Jail Contracting;
- House Bill 282 – County Legislative Approval to house state inmates;
- Utah Administrative Code Title R251-115; Utah Department of Corrections; UDC Minimum Jail Standards
- UDC Policy - FH12/FH13 – Inmate Placement Program; County Jails Programming Payment; and
- Contract jail operational policies;
- Numerous procedures including:
  - Inmate Orientation and Staff Training;
  - Inmate Screening;
  - Inmate Placement Procedures;
  - Inmate Management;
  - Program Management;
  - Contract Monitoring; and
  - Inmate Work Eligibility.

All of the above mentioned guidelines along with additional factors are considered part of the fabric of the daily operations of the UDC Inmate Placement Program. IPP personnel are involved in every aspect of the jail contract program. In part, this includes regular interaction with jail personnel; dedicated UDC staff being assigned to each contract facility; on-site facility visits occurring during all hours of the day; the screening of inmate jail placement candidates; providing case management to state inmates assigned to county jails; population and bed space management; jail standard compliance reviews; and supervision of IPP staff, services, and operational procedures.

Development of jail standards and contract facility monitoring: One area that has received significant attention from the UDC is the responsibility of monitoring contract jails in relation to statutes, policies, and accepted and recognized jail standards. Minimum jail standards have been developed by the UDC, in partnership with the Utah Sheriff's Association, for the housing of state inmates in contract jail facilities. These standards are based on both legal requirements and recognized best practices found in the field of corrections. The standards are not intended as legal authority but as a starting point in the development of a professional and comprehensive jail operation plan.

Approximately 212 minimum jail standards have been identified to assist in monitoring contract facility operations. The standards cover such areas as: Admission and Release; Jail Management/Staff Training; Inmate Communication; Security and Control; Inmate Services; Inmate Health Care; Inmate Management; Sanitation and Maintenance; Inmate Programs and Activities; Gender Issues; and American with Disabilities Act. Additional standards are being considered and may be added in the future to address required monitoring areas.

These standards are reviewed in relation to each contract facilities operational practices on an annual basis. The compliance reviews are conducted by dedicated UDC contract monitors who review each facilities compliance level to every standard. The UDC contract monitors conduct both announced and unannounced compliance reviews on a regular basis throughout the year. The results of the reviews are documented and forwarded to the contract monitor supervisor and jail commander. Standards that are found to be in partial or non-compliance require a corrective action plan to be submitted by the sheriff/designee within ten days of receipt of notification. The intent of the monitoring program is to identify facility compliance with established and recognized jail standards. This review is separate from the Utah Sheriff's Association review that is also conducted on an annual basis at each facility. Currently ongoing compliance reviews are being conducted at each contract facility.

The success of the jail contract program is based in part on the strength and consistency of the UDC monitoring component. As the number of beds in county jails increase the resources and focus on monitoring needs to increase.

One recommended improvement in the monitoring system would be to prioritize the compliance standards. All standards are not equal in importance and some may need to be established as mandatory requirements, such as the requirements for access to legal materials, proper health care, and nutritional meals.

Increased staff presence in contract facilities: In addition to the emphasis placed on the jail monitoring program the presence of IPP staff at contract facilities has increased significantly. Supervisors and case managers are assigned to each contract facility to address state inmate issues and develop a consistent and professional working relationship with jail staff. Sixteen UDC staff are assigned primarily to the facilities. As a result of UDC staff observations, any negative trends or concerns that may develop can be addressed before they may become routine operational practices.

PRIMARY DIFFERENCES BETWEEN COUNTY JAILS AND PRISONS

In determining operational practices at both jails and in-house facilities the project team completed multiple visits to both in-house facilities (Draper, CUCF) and county jails. Additionally we interviewed staff and inmates and reviewed statutes, policies, and resolutions to gain a better perspective of services and operational practices of both jails and in-house facilities. In addition to this project, the review team has had the opportunity to be on-site to review operational practices at over 200 jails/prisons within the United States and used the experienced gained to help evaluate the differences.

The established UDC policies and the jail standards that have been developed provide a level of consistency regarding the housing, operational practices, and services to be provided to state inmates. Even though there are policies and standards that have been established, there are still some notable differences the inmates experience when serving their sentence in a county jail.

Mission: Historically, jails have been used primarily to provide short-term housing while prisons are used to house convicted criminals for periods of much longer duration. Significant differences can be found in the type of individual housed at each facility, who operates the facility, staff training, and the amenities offered.

Jails are primarily operated by a local law enforcement agency as a temporary holding facility used to house individuals who have recently been arrested, awaiting trial, charged with a crime and unable to pay bond or bail or who have been given short sentences. Because most jails are designed to provide short term housing, they tend to require and have fewer programs and services than a state correctional facility.

In a letter written by the executive director of the National Sheriffs' Association in March 2011 concerning proposed standards for facilities holding immigration detainees under PREA he describes most jails in the United States as the following:

> *"(They are) Small and bear a better resemblance to lockups than prisons. Turnover in a jail is frequent, both in jail personnel and in inmate population. Jails often lack sufficient physical facilities to effectively segregate victims from other inmates. The presentation of "comprehensive" education to a continuously rotating inmate population carries the potential for considerable costs, particularly in tracking and documenting which inmates have attended the training."*

In a prison, the individuals incarcerated have all been convicted and sentenced. The programs and services are much more extensive, as inmates may be housed at the facility for several years. Most prisons normally have both indoor and outdoor exercise areas, common areas in lower security sections, dedicated religious facilities, and an educational area which includes classrooms and libraries.

Programming: A state prison facility is administered by individuals representing the state and is used to house convicted criminals primarily for periods of much longer duration than jails. Since most individuals are going to be released back into the community and there is sufficient time to expose them to programs and services, there is the additional interest by the state to prepare the individuals for successful reintegration into the community. Prisons tend to have more to offer in terms of vocational training, educational opportunities, and rehabilitative programming.

Prisons also tend to be equipped with better medical facilities which are able to handle ongoing care and care for long-term inmates. Many states also operate prison industry programs which provide opportunities for job training previously mentioned and generate additional revenue to lessen the burden on taxpayers. In any correctional institution the services provided are important to alleviate some of the stress and anxiety experienced by inmates.

Critical incidents have occurred at both UDC facilities and contractual county jails. Efforts have been made by the executive director of the UDC to better prepare for potential issues and minimize the likelihood the concerns would reoccur. The added concentrated focus by the department of corrections on the jail monitoring system, including developing policies and procedures, minimum jail standards, staff training, and assigning dedicated staff to the contract jails has placed additional attention on the operational practices, services, and overall security within the jail facilities.

The jail contract program is designed to provide appropriate housing, services, and support in approved county jails for a portion of the state inmate population. As noted a convicted and sentenced state inmate is different than a county population. Generally their length of stay is different, their legal status is different, and their needs may be different. As a result the jails have to adapt to the management of a different type of population and an additional set of jail standards if they want to be a good partner in

the program. Warehousing is not an option for this population. Inmates with potential release dates ten years in the future may be housed at the county jail, and most of these inmates will be released back into the community.

Idleness: One measure of inmate participation in the programs and services of a facility is the idleness rate. MGT found that 42 percent of the inmates housed in contract county jails during calendar year 2013 were reported to be idle compared to 28 percent at Draper and 18.5 percent at Gunnison. Idle is defined for this purpose as not having a job or major program assignment. Inmates considered idle may participate in religious services, recreation, library, and occasional life skills or anger management programs, but do not have a full-time job or participate in a recognized full-time program such as education, substance abuse treatment, or sex offender treatment programs.

State inmates were interviewed at every contract county jail visited and the common theme from state inmates in county jails was that if you were not assigned to a program or did not have a job there are very few options for out-of-cell activities available within the jail. Based on the interviews, most, but not all, of the inmates would prefer to be housed at Draper or Gunnison.

Work assignments in most county jails are often limited based on the size of the facility and the lack of vocational training and correctional industry jobs. Most work assignments in the jail are limited to the kitchen, laundry, or sanitation. In the UDC facilities work assignments are expanded due the overall size of the facilities, number of housing units and service areas, availability of industry programs, vocational training, and work camp opportunities.

Commissary: The commissary traditionally provides additional items to the inmates beyond the basic hygiene, entertainment (radio), and food provided by the facility. Each county jail may have a different commissary vendor and prices and items available may vary. Staff and inmates reported there was an inconsistency in what was allowed at the county jails, and the prices for identical items were generally higher in the county jails. Identical items may vary in price by more than 50 percent. For example “(4) AA batteries” at a UDC facility was $2.60 while “(4) AA batteries” at one of the county jails was $6.00. A “5 inch comb” at a UDC facility was $0.17 while at one of the counties a “5 inch comb” was $0.61. The number of choices on a given product also differs. For example, at a state-operated facility an inmate may choose between multiple brands of soap and shampoo while at some county jails the selection is limited to one brand.

Recreation: In the county jails recreation is often provided in smaller spaces and often available only as an indoor activity. When compared to recreation opportunities in the UDC facilities most jails are smaller and the recreational space provided is limited and designed for short-term inmates. Inmates serving up to ten years voiced concern regarding the lack of recreation space and availability of recreational programs at most jail facilities. At the UDC facilities recreation is provided both indoors and outdoors and outdoor space is significantly larger. The frequency of access to recreation yards in county jails is less and the size of recreation space is significantly less. Most county jails do not have an established recreation schedule or dedicated recreation staff. Inmates interviewed expressed concern that recreation opportunities is often based on the availability of staff and whether other activities were occurring. Staff interviewed in some jails reported that there was no set recreation schedule.

Visitation: In several county jails video visitation was the only form of general visitation provided. There were some county jails that provided non-contact visitation. At the UDC facilities personal contact and non-contact visits are allowed.

Classification: Based on limited housing options in many of the contract county jails, state inmates may be housed with county inmates. Housing by classification exists in some of the jails, however, it is not feasible in some facilities with limited housing options. The mixing of inmates in different security classifications may create a greater risk to the facility. Inmates housed at a state-operated facility are generally housed by classification level.

Correspondence: Some of the contract county jails only allow post cards as the approved form of general written correspondence. In the UDC facilities, general written correspondence can be through a letter inserted into an envelope.

Medical Services: The medical services that are available to the state inmate population while in the county jails are limited in scope and services. All the contractual county jails medical services are recognized as medical acuity levels 3 or 4. Currently only state inmates with a medical acuity level of 3 or 4 are considered for county jail placement. The state facilities provide health services for levels 1 through 4. Draper can also provide services for inmates with a medical acuity level of P. Medical services in the state-operated facilities are generally more expansive including long-term care.

Overall, county jails have been a good partner for the state. There are differences in operational practices between the two; however, housing, support, and services are generally provided in a manner consistent with the language in the contracts and working toward best practices in the industry. The continued success of the program is dependent upon the commitment of both parties to operate within the contract, adherence to established jail standards, and the quality of the UDC contracting monitoring unit.

7. UDC CAPACITY AND MASTER PLAN OPTIONS

FINDINGS AND RECOMMENDATIONS

- **Even if the Draper prison is not relocated, the state will need to spend $783.0[5] million in the next 20 years to keep up with population growth and to repair, maintain, and replace some of the aging Draper physical plant.**
- **If the state decides to relocate the Draper prison, it will need to spend between $1.06 and $1.15 billion[6] in the next 20 years (depending on the option chosen.)** This amount includes more than $500 million to replace Draper and the remainder to add more beds in the system to accommodate the projected growth in the prison population.
- **MGT recommends expanding CUCF by 960 beds.** Due to several limiting factors, CUCF's capacity should not be expanded beyond a total capacity of 2,556.
- **Expanding county jail capacity is the only immediate method to increase UDC's capacity**. In the near future, UDC's forecast population is expected to surpass its emergency capacity. Expanding the funded capacity of the county jails provides the only immediate solution to this impending bed crisis. Adding beds to the existing facility at CUCF will take approximately two years to complete, once funding is approved. Building beds at a new facility will take approximately three years once funding is approved.
- **MGT recommends continuing to maintain county jail capacity at 23 percent of overall capacity.** However, the state and counties should jointly work to expand the programming and activities offered to state offenders housed in the county jails.
- **Expanding CUCF and county jails won't accommodate all the growth in population.** Even with the expansion of the county jails and CUCF, the state will still need to begin construction a new prison by 2018 to be activated by 2021 if Draper is not relocated.

SYSTEM CAPACITY

The Utah Department of Corrections currently provides housing for state inmates in four locations: the Utah State Prison in Draper; the Central Utah Correctional Facility (CUCF) in Gunnison; contractual county jails; and through out-of-state contract facilities. The maximum number of beds in each of these locations is shown in Figure 7-1.

The housing capacity and state inmate population levels were shared by UDC Planning and Research personnel in January 2014. Three different types of capacity levels were reported as cited in Utah statute 64-13-38 to identify bed capacity. These three capacity levels include:

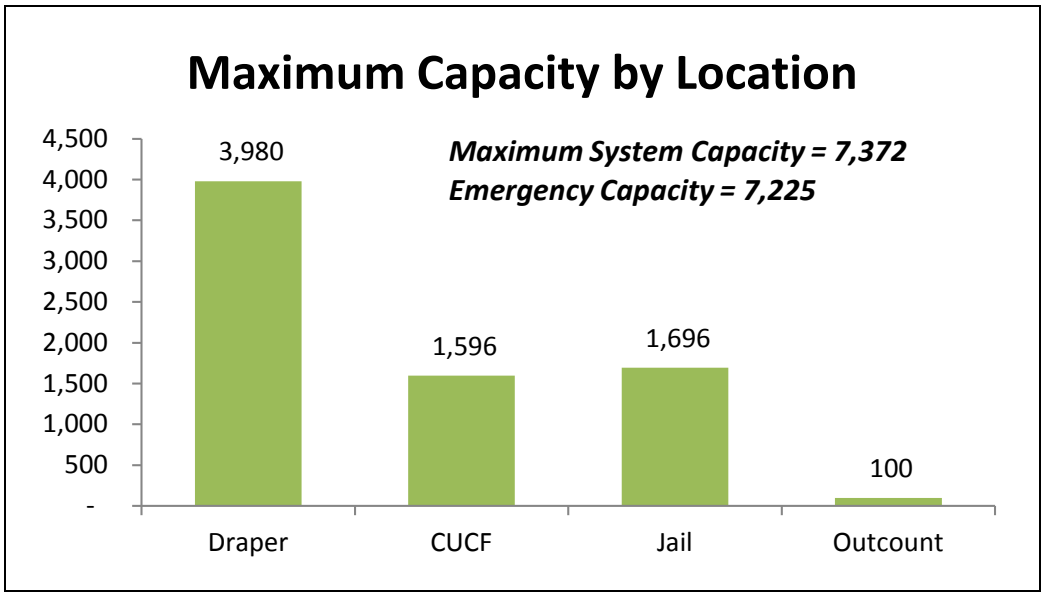
- **Maximum Capacity:** Every physical bed (in the two prisons) and funded bed (in the county jails) is occupied by an inmate;

[5] Amount does not include interest cost of financing construction.
[6] Amount does not include interest cost of financing construction.

- **Emergency Release Capacity:** Ninety-eight percent of every physical and funded bed is occupied by an inmate. Utah statute 64-13-38(3) states: When the executive director of the department finds that either the male or female inmate population of the Utah State Prison has exceeded emergency release capacity for at least 45 consecutive days, the executive director shall notify the governor, legislative leadership and the Board of Pardons and Parole that the emergency release capacity has been reached); and
- **Operational Capacity:** 96.5% of every physical and funded bed is occupied by an inmate.

The maximum number of beds in each of four locations is shown in the chart below:

FIGURE 7-1: MAXIMUM CAPACITY BY LOCATION



The distribution of beds in the chart that follows identifies that over half of the system capacity is located at the Draper prison. Twenty-three percent of the current capacity is found in the county jails.

FIGURE 7-2: DISTRIBUTION OF BEDS

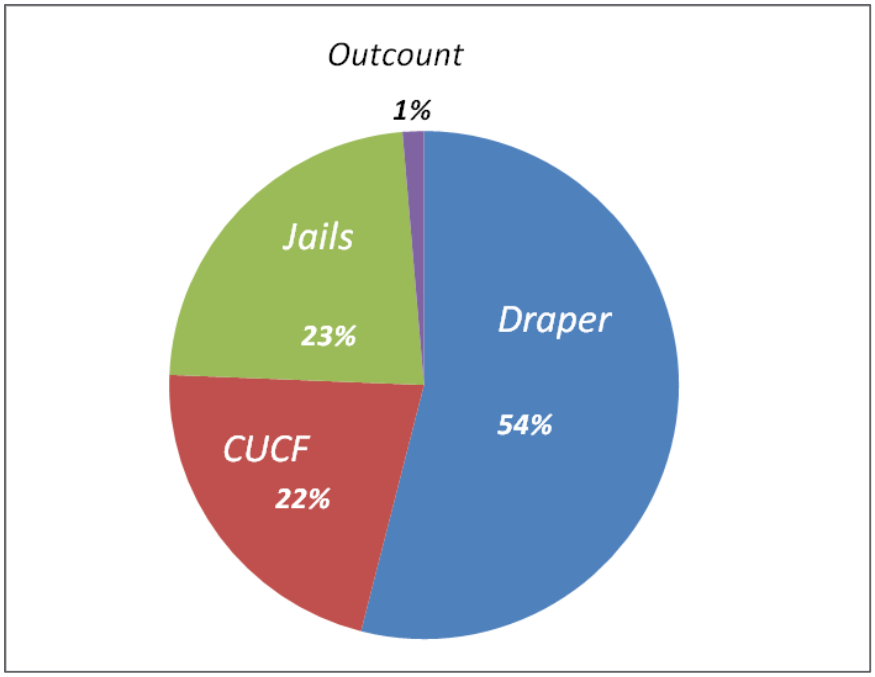


Table 7-3 identifies the average inmate population level during calendar year 2013 by location and gender compared with the three different capacity levels.

The UDC defines maximum capacity as every bed with the exception of the hospital/infirmary beds (29), the emergency release capacity as 98 percent of the total maximum capacity, and the operational capacity as 96.5 percent of the in-house maximum capacity plus 100 percent of the funded contractual beds.

TABLE 7-3: UDC HOUSING AND POPULATION LEVELS

Inmate Housing	Maximum Capacity		Emergency Release Capacity		Operational Capacity		2013 Population	
	Male	Female	Male	Female	Male	Female	Male	Female
Draper	3,419	561	3,318	547	3,299	541	3,280	546
Gunnison	1,596	0	1,564	0	1,540	0	1,534	0
In-House sub-total	5,015	561	4,882	547	4,839	541	4,814	546
County Jails	1,560	136	1,560	136	1,560	136	1,480	121
Out-of-State	90	10	90	10	90	10	99	3
Total	6,665	707	6,532	693	6,489	687	6,393	670
Overall Total	7,372		7,225		7,176		7,063	

Source: UDC Planning and Research Bureau.

As reflected in the above table, the daily female average daily population at Draper during calendar year 2013 exceeded the operational capacity for females that could be housed at Draper and was extremely

close to the established emergency release capacity. On January 12, 2014 the female population at Draper was 531.

Historically, the early release provision has not been enacted for females. In 2013 there were several occasions where the female population level exceeded the emergency release capacity level; however, it did not remain above this level for 45 consecutive days. There was additional female housing space available in the county jails, but based on existing criteria very few females were eligible for county jail placement.

An additional housing factor identified in the table above reflects the ADP for males was within 100 inmates of the reported male operational capacity and within 139 of the male emergency release capacity. The male ADP at Draper and Gunnison combined was within 25 inmates of the established operational capacity. Taking into consideration projected population growth for males and females, bed space expansion opportunities are needed in the immediate future.

TABLE 7-4: UDC CURRENT INMATE HOUSING

Location	Males			Females			Total
Housing	Operational Capacity	CY 2013/ADP	Percent of Operational Capacity	Operational Capacity	CY 2013/ADP	Percent of Operational Capacity	Percent of Operational Capacity
Draper	3,299	3,280	99.4	541	546	101	99.6
Gunnison	1,540	1,534	99.6	0	0	N/A	99.6
Jails	1,560	1,480	94.9	136	121	89	94.4
Out-of-State	90	99	110.0	10	3	30	102.0
Total	6,489	6,393	98.5	687	670	97.5	98.4

Source: UDC Planning and Research.

As reflected in Table 7-4, the Draper and Gunnison facilities during calendar year 2013 were functioning on a daily basis near operational capacity (99.6 percent). Out-of-state beds are slightly over capacity and contract jail beds operate at approximately 94 percent of the approved funding level. As noted in the table above the calendar year 2013 average population level was within one and one half percent of the operational capacity. As the population is projected to continue to grow so is the need for additional beds.

MGT's team found there is very little housing currently available at both Draper and CUCF to manage additional male or female inmates within the established operational capacity. It is essential that the state expand the use of county jail contract beds to meet the immediate capacity issues for both males and females in UDC. The county jails overall have proven to be a reliable partner in providing available beds. Considering new construction of a facility or housing unit may take between two and three years, serious consideration should be focused on providing sufficient general funding to allow additional housing for state inmates in approved county jail beds.

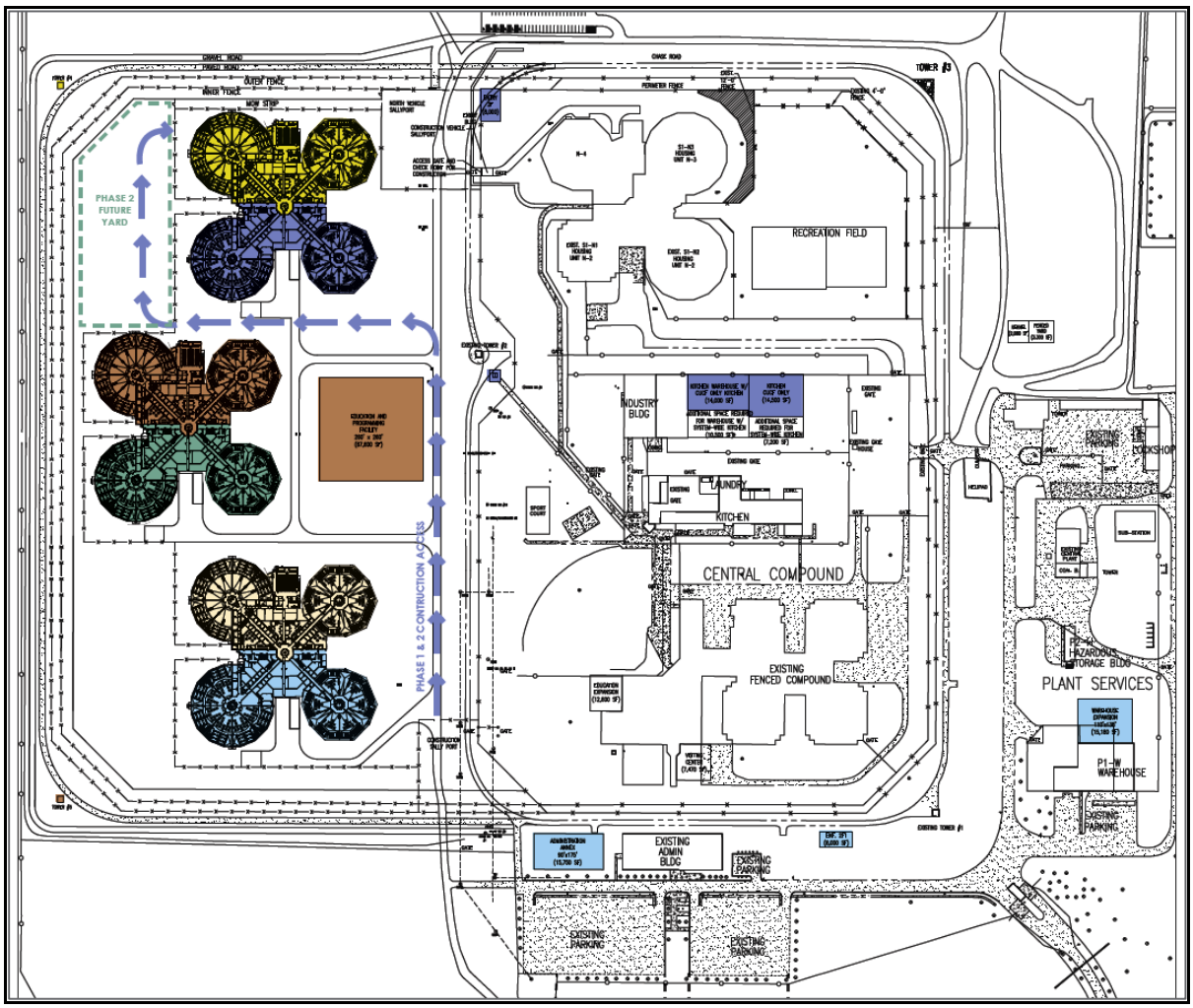
CENTRAL UTAH CORRECTIONAL FACILITY

MGT's team conducted a thorough analysis of the Central Utah Correctional Facility in Gunnison, Utah to determine if it was capable of expansion. Our analysis included multiple tours and inspection of the current facility and its operation and mission, as well as a review of the environmental and civil engineering factors that may affect its capacity to expand. We also assessed the ability of an expanded facility to recruit qualified staff and to have access to volunteers. We reviewed a past master plan and assessed architectural expansion drawings to determine their relevancy for today. MGT notes that the facility has been extremely well maintained and is in excellent condition.

2007 master plan: In 2007, a master plan was developed for the potential expansion of CUCF. It notes that when the facility was originally developed, the state envisioned not only the current North Compound, but also a future "West Compound." This West Compound consisted of the potential of twelve additional housing units grouped into three complexes (four housing units per complex)

The drawing below identifies the proposed West Compound:

FIGURE 7-5: PROPOSED WEST COMPOUND



The multicolored additions in the drawing above indicated a potential phased approach to increasing CUCF's capacity. If the West Compound were fully realized and all the housing units were constructed, CUCF would have a total of 4,476 beds, making it even larger than the Utah State Prison in Draper (3,980 beds). Rosser International, Inc. performed an evaluation of the housing unit design plans for expansion of CUCF. Generally, Rosser International found the design and layout to be efficient and functional. The full evaluation is provided in Appendix C. Additionally, the Louis Berger Group and Epic Engineering completed a civil and environmental analysis of the expansion of CUCF, and this analysis is found in Appendix D. This study found that the infrastructure of the city and facility could accommodate a 1,000 bed capacity expansion. Any expansion beyond that would meet some limitations in access to necessary water supply.

MGT's review also found other factors that limit the size to which CUCF should be expanded. These included:

- Facility size – Most prisons built today are within a capacity range of 1,000 to 2,500 beds. A recent review completed by MGT of America surveyed ten federal and state correctional facilities built since 2001. The average size of those correctional facilities was slightly more than 1,400 beds. The reason for limiting the size of a prison is that managing and operating a prison is a complex undertaking. Prisons operate in much the same way that towns and communities do, with residential facilities (housing units), a central stores (commissary), restaurants (kitchen/dietary), recreation facilities (gymnasiums, yards, weight rooms), religious facilities (chapel) educational opportunities (GED, college and vocational programming), and work opportunities (job assignments, correctional industries assignments). The warden and the command staff are not only responsible for all of the activities and services (e.g., medical, mental health, educational, security) of this community, but also for maintaining the physical plant. Added to that is the fact that many of those living in this environment are there due to their violent behavior. As a result, prisons have typically been kept to a more manageable size.
- Access to specialty staff – During MGT's review of CUCF we found that it has struggled in the past to fill specialty positions in the medical, mental health, and programs areas. Due to the fact that it is located in a less populated area of the state and is over 90 miles from a major metropolitan area, these qualified individuals are not in abundance. Data provided by UDC indicated that only 13.5 percent of the staff at CUCF live in the town of Gunnison, with the remainder commuting to the facility from greater distances. UDC medical staff specifically identified an inability to attract and hire clinical and professional staff and noted that a psychiatrist position at Gunnison has never been filled due to the lack of qualified applicants. They also indicated that it took more than a year to hire a physician's assistant.
- Access to volunteers – UDC is fortunate in that it has an extremely large pool of active volunteers. The Draper facility alone has nearly 1,300 volunteers visiting the facility. The overwhelming majority of these (90 percent) are from Salt Lake County (1,071 volunteers) and Utah County (101 volunteers)[7]. These volunteers provide invaluable programming and support to the facility and the inmate population. A very large prison at Gunnison would have a much more difficult time finding volunteers to supplement its operation.
- Access to a full resource hospital – The current hospital in the city of Gunnison has a limited scope of services and is not designated as a trauma care facility. When inmates have acute medical needs, they often are transported to the Utah Valley Regional Medical Center in Provo,

[7] Per August 2013 Presentation to PRADA

nearly 80 miles from the facility, which contracts with the correctional facility to handle inmate health matters which cannot be addressed at the facility. The cost of ambulance services can rise as high as $4,000 per trip. This doesn't include the cost of security staff that escort the transport.

RECOMMENDATION

As a result of the factors above, MGT recommends that CUCF be expanded to a capacity of 2,556 beds. This would entail complete construction of one complex (four housing units) in the West Compound totaling 960 beds.

OPTIONS FOR FUTURE CAPACITY EXPANSION

If Draper is not relocated: Even if the relocation of the prison at Draper is taken off of the table, UDC will still need to invest a significant amount of future funds in expanding it bed capacity. MGT determined that over the next 20 years the state would need to spend $783 million to keep up with the projected growth in the prison population and to maintain, repair, and replace aging structures at the Draper prison. A breakdown of these costs is listed below:

- $349.0 million in capital construction to build new beds to keep up with projected population growth. This includes:
  - 960 bed expansion at CUCF
  - 1,550 beds at a new prison site
- $195.1 million in operational costs to expand county jail beds to 2,406.
- $238.9 million in next 20 years to maintain, repair, and replace some of the aging physical plant at the Draper facility.

Underlying these numbers is the fact that even with expansion of CUCF and maintaining the county jails at 23 percent of overall system maximum capacity, the state will still need to site and open a new facility by 2021 to accommodate projected growth.

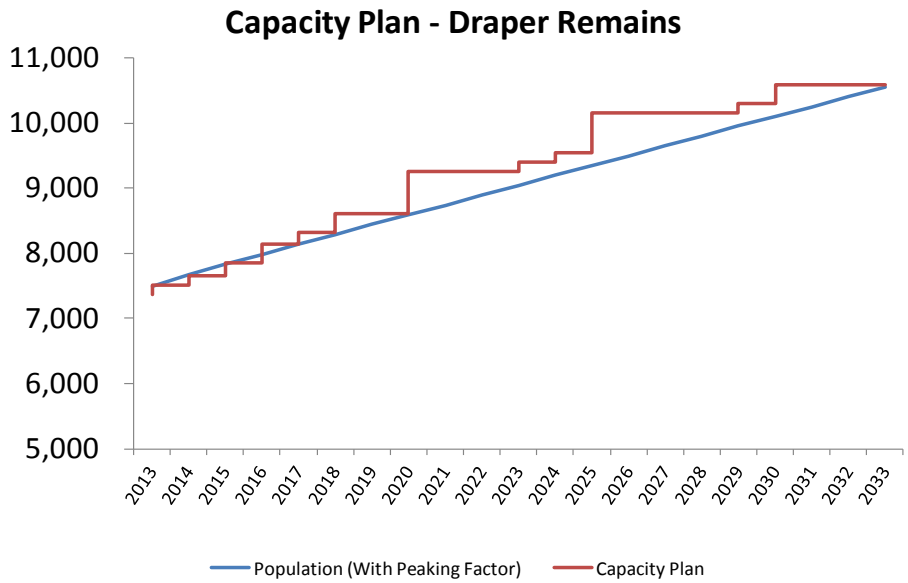
CAPACITY PLAN FOR KEEPING DRAPER PRISON

MGT has developed a 20 year capacity plan for UDC if the Draper prison is not relocated. This plan grows the capacity levels to slightly above the projected population with the peaking factor applied. The assumptions of this plan are:

- The Utah State Prison in Draper is not relocated.
- Jail capacity remains at 23 percent of overall capacity and grows to 2,406 beds.
- CUCF is expanded by 960 to a total of 2,556 beds.
- A new prison will need to be sited and opened by 2021. A total of 1,550 beds at this new prison will need to be constructed by 2033.

The following chart displays this capacity plan.

FIGURE 7-6: CAPACITY PLAN – DRAPER REMAINS



The costs associated with this option are listed in Table 7-7.

TABLE 7-7: CAPACITY PLAN COSTS

Item	Cost
Total Construction Costs	$349.0 million
20 Year Added Jail Costs	$195.1 million
Draper Repair/Maintenance Costs (including limited replacement of some aging structures)	$238.9 million
TOTAL	**$783.0 million**

Notes: Construction costs escalated at a 3 percent annual rate.
Jail costs escalated at a 2 percent annual rate.
Cost of financing construction not included.

Therefore, even without moving the Draper facility, the state will need to spend $783 million in the next 20 years to keep up with population growth and to maintain the prison at Draper.

CAPACITY OPTIONS FOR RELOCATING DRAPER PRISON

The main responsibility of MGT's contract with the State of Utah was to develop a master plan for the potential relocation of the Draper prison. Yet, as we reviewed the scope, we found that simply planning and costing the move of Draper, without considering the department as a whole, would be futile and the plan would have little value to the State of Utah. Prisons do not operate in a vacuum. Draper has more than half of the system's capacity and if it were relocated, it would have a significant effect on

every aspect of UDC. As a result, we developed a master plan for the entire system that weighs not only the impact of moving Draper, but the projected growth of the inmate population and factors in capacity expansion at other facilities.

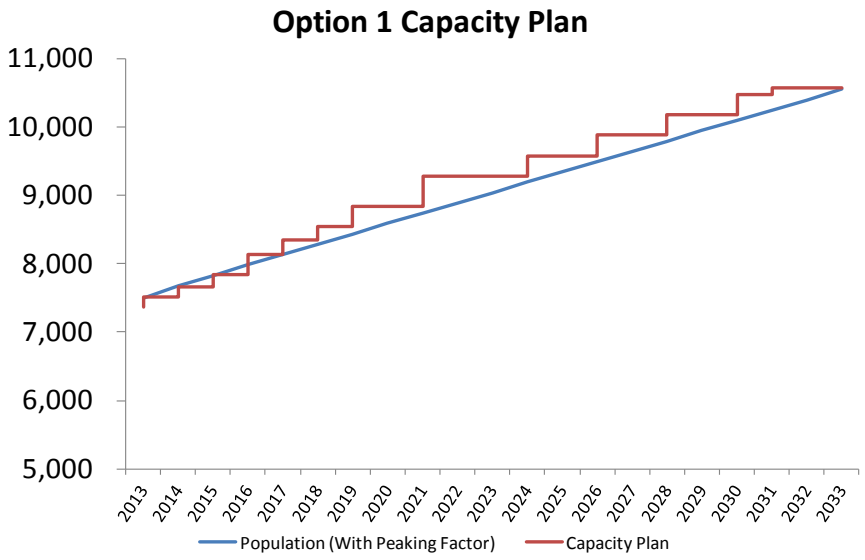
MGT developed four 20 year master plan options for the state's consideration. The basic assumptions of the four options were:

- Option 1:
  - Draper replaced in 2018.
  - Jail capacity expanded ***only*** in 2014 and 2015 to confront immediate capacity needs.
  - CUCF expanded by 960 beds to 2,556.
- Option 2:
  - Draper replaced in 2018.
  - Jail capacity expanded to stay at 23 percent of overall system capacity.
  - CUCF expanded by 960 beds to 2,556.
- Option 3:
  - Draper phased out and replaced by 2024 (7-year phase-out plan).
  - Jail capacity expanded to stay at 23 percent of overall system capacity.
  - CUCF expanded by 960 beds to 2,556.
- Option 4:
  - Draper phased out and replaced by 2020 (3-year phase-out plan).
  - Jail capacity expanded to stay at 23 percent of overall system capacity.
  - CUCF expanded by 960 beds to 2,556.

With each of these options, new facilities on a new site (or multiple sites) will be needed to replace Draper and to accommodate the projected growth in the inmate population.

Option 1: Option 1 replaces the Draper facility as soon as possible. Opening a replacement facility assumes that funding for the new prison is approved in the 2015 legislative session and that design and construction takes three years to complete. This could be accelerated if the department relies on current CUCF plans as the basis for future construction. This option also assumes the state would only expand the jail capacity during the next 20 years to 1,980 beds. This jail expansion represents an increase of 284 beds above the current jail capacity level (1,696).

FIGURE 7-8: OPTION 1 CAPACITY PLAN



The breakdown of the capacity expansion for this plan is as follows:

- Jail capacity expands by 284 beds to a total of 1,980 beds.
- CUCF is expanded by 960 beds over a period of several years. Ending capacity at CUCF is 2,556.
- 5,950 new prison beds are needed to replace the Draper facility and to keep up with projected inmate population growth.

The costs associated with Option 1 are identified in Table 7-9:

TABLE 7-9: OPTION 1 COSTS

Item	Cost
Total Construction and Demolition Costs	$942.0 million
20 Year Added Jail Costs	$118.0 million
TOTAL	**$1.060 billion**

Notes: Construction and demolition costs escalated at a 3 percent annual rate.
Jail costs escalated at a 2 percent annual rate.
Cost of financing construction not included.

These costs will be spread over the 20 years of the plan and the following tables break this 20 year period into three phases:

- Phase 1: 2014 through 2020
- Phase 2: 2021 through 2027
- Phase 3: 2028 through 2033

These tables break down the master plan into a year-by-year detail, identifying by location the additional beds coming online and those being taken offline. The tables total the number of state prison beds as well as county beds and compare this annual maximum capacity to the projected population (with the peaking factor). The "net beds" represent the excess capacity, or in other words, whether the projected population (with peaking) is higher than the maximum capacity (net beds represented by a negative number). The capital cost line identifies the cost of new construction and demolition needed by year (this does not include any interest cost related to financing the construction). The "Annual Jail Cost Increase" represents the additional operating costs that result from an increase in jail capacity for that year. Finally, the last row "Cumulative New Jail Bed Costs" identifies what the state will be paying in the given year for extra jail capacity above the current funded level (1,696 beds).

TABLE 7-10: OPTION 1 - PHASE I: 2014–2020

Sites	Current Bed Capacity	Phase I - Beds Coming Online and Offline Over Time (2014-2020)								
		2014	2015	2016	2017	2018	2019	2020	Totals	Percent
Draper	3,980					3,980			0	0.0%
CUCF	1,596			192	288		192	288	2,556	29.3%
New	0					4,200			4,200	48.1%
Subtotal State Beds	5,576	5,576	5,576	5,768	6,056	6,276	6,468	6,756	6,756	
County Jails Beds	1,696	142	142						1,980	22.4%
Total System Beds	7,372	7,514	7,656	7,848	8,136	8,356	8,548	8,836	8,836	
Beds Needed	7,300	7,683	7,834	7,985	8,137	8,288	8,439	8,590	8,590	
Net Beds	72	-169	-178	-137	-1	68	109	246	246	
Capital Costs ($ Millions)				$26.7	$25.1	$545.9	$27.5	$26.7	$652.0	
Annual Jail Cost Increase ($ Millions)		$2.5	$2.5							
Cumulative New Jail Bed Costs ($ Millions)		$2.5	$5.1	$5.2	$5.3	$5.4	$5.5	$5.6	$34.4	

TABLE 7-11: OPTION 1 - PHASE II: 2021-2027

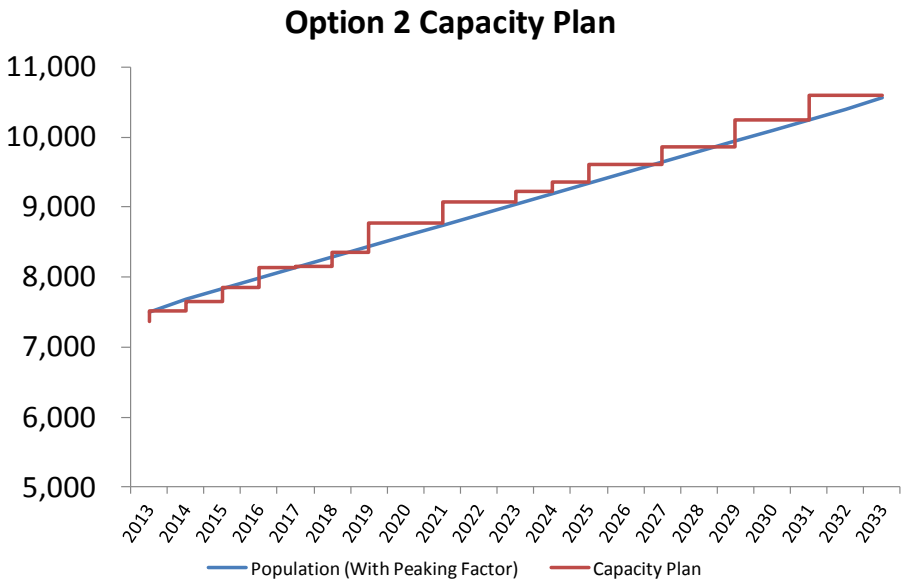
Sites	2020 Bed Capacity	Phase II - Beds Coming Online and Offline Over Time (2021-2027)								
		2021	2022	2023	2024	2025	2026	2027	Totals	Percent
Draper	0								0	0.0%
CUCF	2,556								2,556	26.4%
New	4,200		450			300		300	5,250	54.2%
Subtotal State Beds	6,756	6,756	7,206	7,206	7,206	7,506	7,506	7,806	7,806	
County Jails Beds	1,980								1,980	20.4%
Total System Beds	8,836	8,836	9,286	9,286	9,286	9,586	9,586	9,886	9,886	
Beds Needed	8,590	8,742	8,893	9,044	9,195	9,347	9,498	9,649	9,649	
Net Beds	246	94	393	242	91	239	88	237		
Capital Costs ($ Millions)			$64.6			$47.1		$49.9	$813.6	
Annual Jail Cost Increase ($ Millions)										
Cumulative New Jail Bed Costs ($ Millions)		$5.7	$5.8	$5.9	$6.0	$6.2	$6.3	$6.4	$76.7	

TABLE 7-12: OPTION 1 - PHASE III: 2021-2027

Sites	2027 Bed Capacity	Phase III - Beds Coming Online and Offline (2028-2033)							
		2028	2029	2030	2031	2032	2033	Totals	Percent
Draper	0							0	0.0%
CUCF	2,556							2,556	24.0%
New	5,250		300		300	100		5,950	55.9%
Subtotal State Beds	7,806	7,806	8,106	8,106	8,406	8,506	8,506	17,012	
County Jails Beds	1,980							1,980	18.6%
Total System Beds	9,886	9,886	10,186	10,186	10,486	10,586	10,586	8,606	
Beds Needed	9,649	9,800	9,952	10,103	10,254	10,405	10,556	10,556	
Net Beds	237	86	234	83	232	181	30		
Capital Costs ($ Millions)			$53.0		$56.2	$19.3		*$942.0*	
Annual Jail Cost Increase ($ Millions)									
Cumulative New Jail Bed Costs ($ Millions)		$6.5	$6.7	$6.8	$6.9	$7.1	$7.2	*$118.0*	

Option 2: Option 2, like option 1, also replaces the Draper facility as soon as possible. However, this option assumes that the jail capacity will remain at, or around, 23 percent of overall system capacity over the 20 year period.

FIGURE 7-13: OPTION 2 CAPACITY PLAN



The breakdown of the capacity expansion for this plan is as follows:

- Jail capacity expands by 852 beds over the 20 year period to a total of 2,548 beds.
- CUCF is expanded by 960 beds over a period of several years. Ending capacity at CUCF is 2,556.
- 5,350 new prison beds are needed to replace the Draper facility and to keep up with projected inmate population growth.

The costs associated with Option 1 are identified in Table 7-14:

TABLE 7-14: OPTION 2 COSTS

Item	Cost
Total Construction and Demolition Costs	$856.7 million
20 Year Added Jail Costs	$239.7 million
TOTAL	**$1.096 billion**

Notes: Construction and demolition costs escalated at a 3 percent annual rate.
Jail costs escalated at a 2 percent annual rate.
Cost of financing construction not included.

The annual details of the capacity plan broken by years are displayed in the following tables.

TABLE 7-15: OPTION 2 - PHASE I: 2014–2020

Sites	Current Bed Capacity	Phase I - Beds Coming Online and Offline Over Time (2014-2020)								
		2014	2015	2016	2017	2018	2019	2020	Totals	Percent
Draper	3,980					3,980			0	0.0%
CUCF	1,596			192	288		192	288	2,556	29.3%
New	0					4,000			4,000	45.8%
Subtotal State Beds	5,576	5,576	5,576	5,768	6,056	6,076	6,268	6,556	6,556	
County Jails Beds	1,696	142	142					142	2,122	24.2%
Total System Beds	7,372	7,514	7,656	7,848	8,136	8,156	8,348	8,778	8,778	
Beds Needed	7,300	7,683	7,834	7,985	8,137	8,288	8,439	8,590	8,590	
Net Beds	72	-169	-178	-137	-1	-132	-91	188	188	
Capital Costs ($ Millions)				$26.7	$25.1	$520.4	$27.5	$26.7	$626.5	
Annual Jail Cost Increase ($ Millions)		$2.5	$2.5					$2.8		
Cumulative New Jail Bed Costs ($ Millions)		$2.5	$5.1	$5.2	$5.3	$5.4	$5.5	$8.4	$37.2	

TABLE 7-16: OPTION 2 - PHASE II: 2021-2027

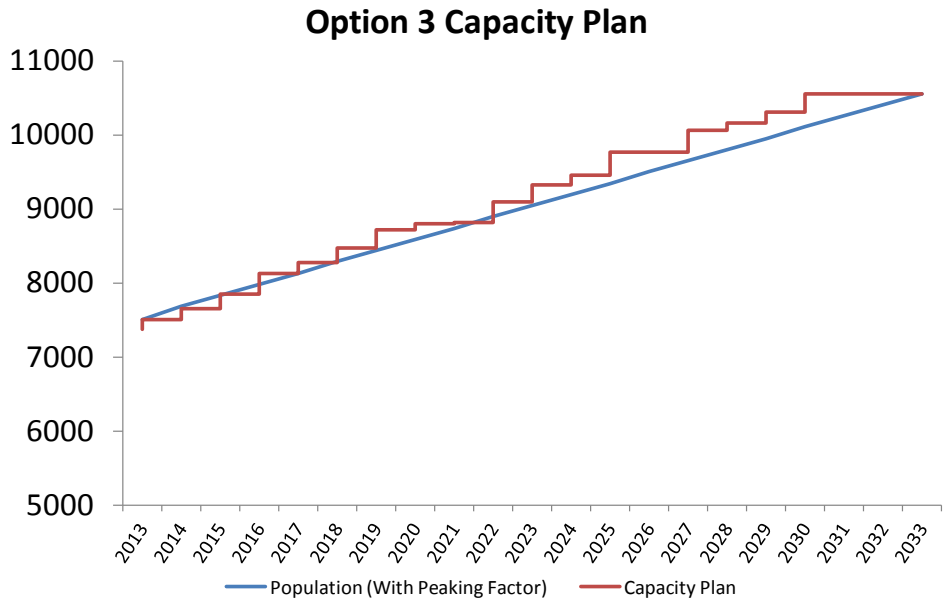
Sites	2020 Bed Capacity	Phase II - Beds Coming Online and Offline Over Time (2021-2027)								
		2021	2022	2023	2024	2025	2026	2027	Totals	Percent
Draper	0								0	0.0%
CUCF	2,556								2,556	26.4%
New	4,000		300				250		4,550	47.0%
Subtotal State Beds	6,556	6,556	6,856	6,856	6,856	6,856	7,106	7,106	7,106	
County Jails Beds	2,122				142	142			2,406	24.8%
Total System Beds	8,778	8,778	9,078	9,078	9,220	9,362	9,612	9,612	9,612	
Beds Needed	8,590	8,742	8,893	9,044	9,195	9,347	9,498	9,649	9,649	
Net Beds	188	36	185	34	25	15	114	-37		
Capital Costs ($ Millions)			$43.1				$40.4		$709.9	
Annual Jail Cost Increase ($ Millions)					$3.0	$3.1				
Cumulative New Jail Bed Costs ($ Millions)		$8.5	$8.7	$8.9	$12.1	$15.4	$15.7	$16.0	$122.5	

TABLE 7-17: OPTION 2 - PHASE III: 2021-2027

Sites	2027 Bed Capacity	Phase III - Beds Coming Online and Offline (2028-2033)							
		2028	2029	2030	2031	2032	2033	Totals	Percent
Draper	0							0	0.0%
CUCF	2,556							2,556	24.0%
New	4,550	250		200		350		5,350	50.2%
Subtotal State Beds	7,106	7,356	7,356	7,556	7,556	7,906	7,906	15,812	
County Jails Beds	2,406			142				2,548	23.9%
Total System Beds	9,612	9,862	9,862	10,204	10,204	10,554	10,554	8,006	
Beds Needed	9,649	9,800	9,952	10,103	10,254	10,405	10,556	10,556	
Net Beds	-37	62	-90	101	-50	149	-2		
Capital Costs ($ Millions)		$42.8		$36.4		$67.5		*$856.7*	
Annual Jail Cost Increase ($ Millions)				$3.4					
Cumulative New Jail Bed Costs ($ Millions)		$16.4	$16.7	$20.4	$20.8	$21.2	$21.7	*$239.7*	

Option 3: Option 3 phases in the replacement of Draper over a period of seven years (from 2018 through 2024). As new beds open at a new prison, existing beds a Draper will be taken offline and demolition of those and related structures can be completed. This newly vacated ground could then be available for development. This option also assumes that the jail capacity will remain at, or around, 23 percent of overall system capacity over the 20 year period.

FIGURE 7-18: OPTION 3 CAPACITY PLAN



The breakdown of the capacity expansion for this plan is identical to Option 2:

- Jail capacity expands by 852 beds over the 20 year period to a total of 2,548 beds.
- CUCF is expanded by 960 beds over a period of several years. Ending capacity at CUCF is 2,556.
- 5,350 new prison beds are needed to replace the Draper facility and to keep up with projected inmate population growth.

The costs associated with Option 3, however, are higher than Option 2 because much of the construction of the replacement facility occurs later when costs are higher.

TABLE 7-19: OPTION 3 COSTS

Item	Cost
Total Construction and Demolition Costs	$908.1 million
20 Year Added Jail Costs	$239.7 million
TOTAL	**$1.148 billion**

Notes: Construction and demolition costs escalated at a 3 percent annual rate.
Jail costs escalated at a 2 percent annual rate.
Cost of financing construction not included.

The year-by-year breakdown of the capacity plan is displayed in the following tables.

TABLE 7-20: OPTION 3 - PHASE I: 2014-2020

Sites	Current Bed Capacity	Phase I - Beds Coming Online and Offline Over Time (2014-2020)								
		2014	2015	2016	2017	2018	2019	2020	Totals	Percent
Draper	3,980					856		478	2,646	30.3%
CUCF	1,596			192	288		192	288	2,556	29.3%
New	0					1,000		300	1,300	14.9%
Subtotal State Beds	5,576	5,576	5,576	5,768	6,056	6,200	6,392	6,502	6,502	
County Jails Beds	1,696	142	142					142	2,122	24.3%
Total System Beds	7,372	7,514	7,656	7,848	8,136	8,280	8,472	8,724	8,724	
Beds Needed	7,300	7,683	7,834	7,985	8,137	8,288	8,439	8,590	8,590	
Net Beds	72	-169	-178	-137	-1	-8	33	134	134	
Capital Costs ($ Millions)				$26.7	$25.1	$129.0	$27.5	$67.9	$276.4	
Annual Jail Cost Increase ($ Millions)		$2.5	$2.5					$2.8		
Cumulative New Jail Bed Costs ($ Millions)		$2.5	$5.1	$5.2	$5.3	$5.4	$5.5	$8.4	$37.2	

TABLE 7-21: OPTION 3 - PHASE II: 2021-2027

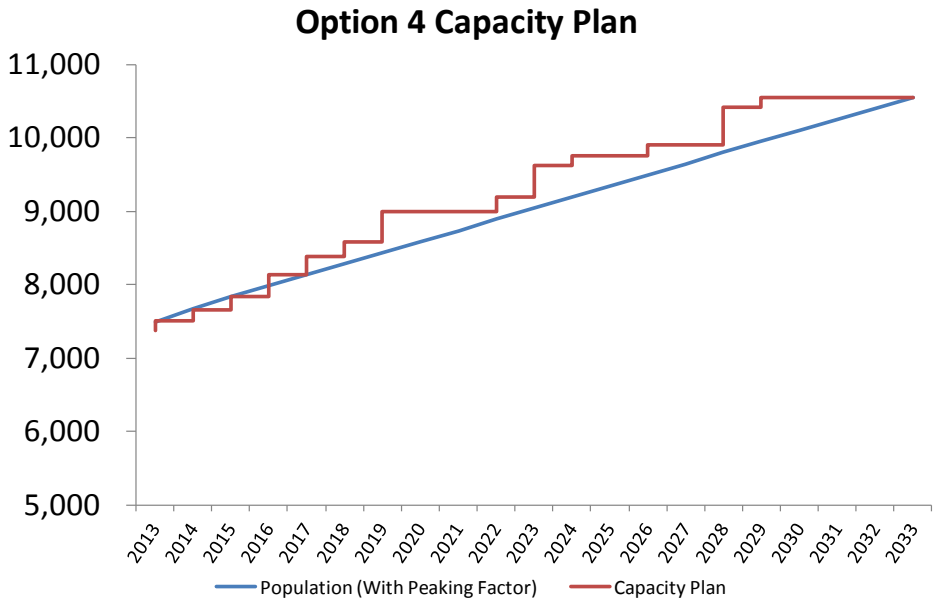
Sites	2020 Bed Capacity	Phase II - Beds Coming Online and Offline Over Time (2021-2027)								
		2021	2022	2023	2024	2025	2026	2027	Totals	Percent
Draper	2,646	423	480	482	1,261				0	0.0%
CUCF	2,556								2,556	26.4%
New	1,300	500	500	750	1,350		300		4,700	48.5%
Subtotal State Beds	6,502	6,579	6,599	6,867	6,956	6,956	7,256	7,256	7,256	
County Jails Beds	2,122				142	142			2,406	24.8%
Total System Beds	8,724	8,801	8,821	9,089	9,320	9,462	9,762	9,762	9,762	
Beds Needed	8,590	8,742	8,893	9,044	9,195	9,347	9,498	9,649	9,649	
Net Beds	134	59	-72	45	125	115	264	113		
Capital Costs ($ Millions)		$70.5	$72.9	$114.5	$209.5		$48.5		$792.2	
Annual Jail Cost Increase ($ Millions)					$3.0	$3.1				
Cumulative New Jail Bed Costs ($ Millions)		$8.5	$8.7	$8.9	$12.1	$15.4	$15.7	$16.0	$122.5	

TABLE 7-22: OPTION 3 - PHASE III: 2021-2027

Sites	2027 Bed Capacity	Phase III - Beds Coming Online and Offline (2028-2033)							
		2028	2029	2030	2031	2032	2033	Totals	Percent
Draper	0							0	0.0%
CUCF	2,556							2,556	24.0%
New	4,700	300	100		250			5,350	50.2%
Subtotal State Beds	7,256	7,556	7,656	7,656	7,906	7,906	7,906	15,812	
County Jails Beds	2,406			142				2,548	23.9%
Total System Beds	9,762	10,062	10,162	10,304	10,554	10,554	10,554	8,006	
Beds Needed	9,649	9,800	9,952	10,103	10,254	10,405	10,556	10,556	
Net Beds	113	262	210	201	300	149	-2		
Capital Costs ($ Millions)		$51.4	$17.7		$46.8			*$908.1*	
Annual Jail Cost Increase ($ Millions)				$3.4					
Cumulative New Jail Bed Costs ($ Millions)		$16.4	$16.7	$20.4	$20.8	$21.2	$21.7	*$239.7*	

Option 4: Option 4 phases in the replacement of Draper over a shorter time period than Option 3. Like Option 2 and 3, this option also assumes that the jail capacity will remain at, or around, 23 percent of overall system capacity over the 20 year period.

FIGURE 7-23: OPTION 4 CAPACITY PLAN



The breakdown of the capacity expansion for this plan is identical to Option 2 and 3:

- Jail capacity expands by 852 beds over the 20 year period to a total of 2,548 beds.
- CUCF is expanded by 960 beds over a period of several years. Ending capacity at CUCF is 2,556.
- 5,350 new prison beds are needed to replace the Draper facility and to keep up with projected inmate population growth.

The costs associated with Option 4, however, are slightly lower than Option 3 because the construction is completed much earlier and is not a significantly impacted by inflation.

TABLE 7-24: OPTION 4 COSTS

Item	Cost
Total Construction and Demolition Costs	$851.6 million
20 Year Added Jail Costs	$239.7 million
TOTAL	**$1.091 billion**

Notes: Construction and demolition costs escalated at a 3 percent annual rate.
Jail costs escalated at a 2 percent annual rate.
Cost of financing construction not included.

The year-by-year breakdown of the capacity plan is displayed in the following tables.

TABLE 7-25: OPTION 4 - PHASE I: 2014-2020

Sites	Current Bed Capacity	Phase I - Beds Coming Online and Offline Over Time (2014-2020)								
		2014	2015	2016	2017	2018	2019	2020	Totals	Percent
Draper	3,980					1,757	794	1,429	0	0.0%
CUCF	1,596			192	288				2,076	23.8%
New	0					2,000	1,000	1,700	4,700	53.9%
Subtotal State Beds	5,576	5,576	5,576	5,768	6,056	6,299	6,505	6,776	6,776	
County Jails Beds	1,696	142	142					142	2,122	23.6%
Total System Beds	7,372	7,514	7,656	7,848	8,136	8,379	8,585	8,998	8,998	
Beds Needed	7,300	7,683	7,834	7,985	8,137	8,288	8,439	8,590	8,590	
Net Beds	72	-169	-178	-137	-1	91	146	408	408	
Capital Costs ($ Millions)				$26.7	$25.1	$258.0	$134.4	$233.1	$677.4	
Annual Jail Cost Increase ($ Millions)		$2.5	$2.5					$2.8		
Cumulative New Jail Bed Costs ($ Millions)		$2.5	$5.1	$5.2	$5.3	$5.4	$5.5	$8.4	$37.2	

TABLE 7-26: OPTION 4 - PHASE II: 2021-2027

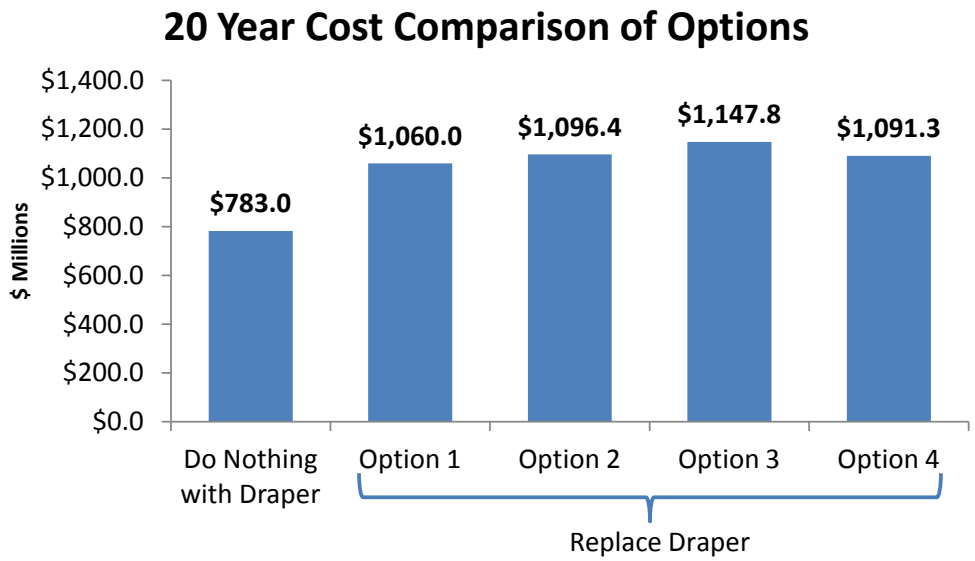
Sites	2020 Bed Capacity	Phase II - Beds Coming Online and Offline Over Time (2021-2027)								
		2021	2022	2023	2024	2025	2026	2027	Totals	Percent
Draper	0								0	0.0%
CUCF	2,076			192	288				2,556	26.4%
New	4,700							150	4,850	50.1%
Subtotal State Beds	6,776	6,776	6,776	6,968	7,256	7,256	7,256	7,406	7,406	
County Jails Beds	2,122				142	142			2,406	24.8%
Total System Beds	8,998	8,998	8,998	9,190	9,620	9,762	9,762	9,912	9,912	
Beds Needed	8,590	8,742	8,893	9,044	9,195	9,347	9,498	9,649	9,649	
Net Beds	408	256	105	146	425	415	264	263		
Capital Costs ($ Millions)				$31.0	$30.0			$25.0	$763.4	
Annual Jail Cost Increase ($ Millions)					$3.0	$3.1				
Cumulative New Jail Bed Costs ($ Millions)		$8.5	$8.7	$8.9	$12.1	$15.4	$15.7	$16.0	$122.5	

TABLE 7-27: OPTION 4 - PHASE III: 2021-2027

Sites	2027 Bed Capacity	Phase III - Beds Coming Online and Offline (2028-2033)							
		2028	2029	2030	2031	2032	2033	Totals	Percent
Draper	0							0	0.0%
CUCF	2,556							2,556	24.0%
New	4,850		500					5,350	50.2%
Subtotal State Beds	7,406	7,406	7,906	7,906	7,906	7,906	7,906	15,812	
County Jails Beds	2,406			142				2,548	23.9%
Total System Beds	9,912	9,912	10,412	10,554	10,554	10,554	10,554	8,006	
Beds Needed	9,649	9,800	9,952	10,103	10,254	10,405	10,556	10,556	
Net Beds	263	112	460	451	300	149	-2		
Capital Costs ($ Millions)			$88.3					*$851.6*	
Annual Jail Cost Increase ($ Millions)				$3.4					
Cumulative New Jail Bed Costs ($ Millions)		$16.4	$16.7	$20.4	$20.8	$21.2	$21.7	*$239.7*	

Figure 7-28 compares the costs of each of the options along with the cost of maintaining Draper in its current location.

FIGURE 7-28: COST COMPARISON OF OPTIONS



None of the options is inexpensive, but of the four Draper replacement options, Option 1 is the least costly, with total spending of $1.060 billion over the 20 year period. Nearly $550 million of that amount is to build a new facility to replace the existing Draper capacity. The remainder is to build additional beds at CUCF, build new prisons, and to expand the county jails beds to meet the growing inmate population. What is apparent is that the cost of maintaining Draper where it is currently located is also expensive, totaling $783 million. This is $277 million less than Option 1.

Benefits of a phased approach to future prison construction: All of the options have a phased approach to building new beds for the growing population. Options 3 and 4 also provide a phased approach to replacing the Draper facility. While the state considers the options outlined by MGT's team, it is beneficial to understand the benefits of phasing in construction of new prison beds to confront future population growth. While Draper may be replaced very quickly, phasing any additional construction can be advantageous to the state. The benefits include:

- Allows for changes in inmate population projections. UDC should update the inmate population projections at least every other year. It is important to note that long-term forecasts are generally considered less reliable than short-term forecasts because of the difficulty predicting changes in laws, policies, and operational practices that may impact the correctional population. A phased method of adding prison beds to the system allows for changes in the projections and allows the state to ramp up new bed construction if the population begins to grow more quickly, or slow the phased construction if the growth rate decreases. This helps ensure the state doesn't over or under-build the prison beds needed.
- Allows for changes in future state or UDC practices. Sentencing reform, alternatives to incarceration, and other new ideas may be implemented in the future in Utah. Each of these could have a significant impact on future inmate population growth. A phased approach to building new beds helps again ensure that only those beds needed are constructed.

8. ECONOMIC IMPACT ASSESSMENT INTRODUCTION

1.1. BACKGROUND

The State of Utah retained the MGT of America (MGT) team to examine the Utah prison system including the feasibility of relocating Utah State Prison from its present location to an alternative site within the state. The prison is located in Draper City at the southern end of Salt Lake County within a 680-acre tract. Over the past several decades, growth in the Draper City area—and throughout southern Salt Lake County—has resulted in urban encroachment around the Draper prison property. In December 2013, MGT tasked the Louis Berger Group, Inc. (Louis Berger) and Jones Lang LaSalle to conduct an economic impact analysis of potential redevelopment of the Utah State Prison site; analysis concluded in January, 2014.

1.2. PURPOSE OF STUDY

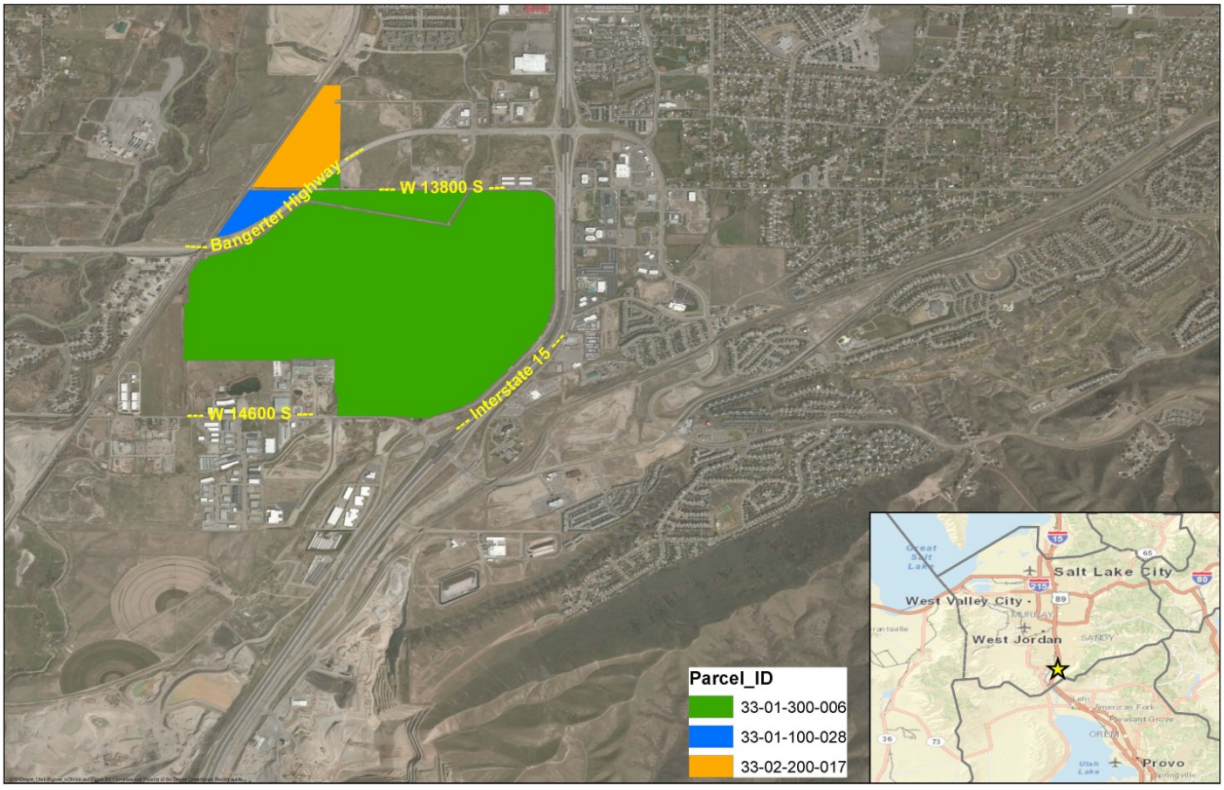
Various studies and appraisals have been performed over the past decade in an effort to determine the feasibility, costs, and benefits associated with relocating the Utah State Prison from its current location. These studies, and the discussions that followed, have speculated on the economic benefits of increased employment, tax revenues, and economic output that could result from redevelopment of the Draper prison property for residential, commercial, and/or industrial uses. However, no technical analysis of the potential economic impacts has been performed to date.

Following discussions with key State of Utah officials, the MGT team conducted an assessment of the economic impacts associated with redevelopment of the Draper prison property for non-correctional use. Preparation of this economic impact assessment was intended to assist the State of Utah in its efforts to plan, develop, and finance new facilities to house State of Utah inmates. The Draper prison property consists of multiple parcels with the majority (611 acres) under the control of the Utah Department of Corrections with an additional 69 acres controlled by the Utah Department of Transportation. For purposes of this study, 680 acres of land are considered available for redevelopment.

The Draper prison property is located within Salt Lake County, the largest population, business, and transportation center of the state. Salt Lake County is also the financial center for the Intermountain Region which encompasses Utah, southern Idaho, southwestern Wyoming, and eastern Nevada. Salt Lake County is also part of a four-county area that is commonly referred to as the Wasatch Front.

Primary access to the Draper prison property is via I-15, Utah's primary north/south corridor; additional access routes and major arteries surrounding the property include Bangerter Highway; Salt Lake County's western belt route; State Street, Salt Lake County's historic north/south corridor; Redwood Road, Salt Lake County's historic west side corridor and the Mountain View Corridor; a new southwest belt route. Figure 8-1 provides an aerial view of the location and vicinity of the Draper prison property.

FIGURE 8-1: LOCATION OF DRAPER PRISON PROPERTY



Source: The Louis Berger Group, Inc., 2014.

1.3. APPROACH

Redeveloping the Draper prison property would generate economic impacts beyond the direct expenditures associated with construction and operational activities of the redeveloped property. Additional economic output, employment, personal income, and increased tax revenues would be generated through increased spending during the construction phase. Once the property is fully (re)developed, output, employment, personal income, and tax revenue will be affected by the new businesses and residents of the redeveloped property, thereby boosting economic activity in Draper City and Salt Lake and Utah counties. There would also be some spillover effects to the rest of Utah in the form of indirect and induced benefits. The economic and financial effects resulting from property redevelopment would be both short-term and long-term. This chapter describes the methodology used to estimate economic impacts of the proposed property redevelopment with results of the assessment presented in chapters 6 and 7.

The creation of a reliable and credible estimate of the economic impacts of redeveloping the Draper prison property involves a multi-step approach including establishing a detailed baseline assessment; preparing a comprehensive land development scenario; generating employment and residential estimates for the development scenario; and estimating the regional economic and demographic impacts of the redevelopment using an economic model. The first step entailed a detail literature review of previous studies, appraisals, and other analyses associated with the redevelopment potential of the

680-acre Draper prison property. In addition, baseline conditions for the property and its surroundings were established for:

- Physical features and limitations to redevelopment of the Draper prison property;
- Utilities and roadway infrastructure serving the Draper prison property;
- Surrounding land uses and zoning;
- Economic and demographic baseline for the State of Utah, Salt Lake and Utah counties; and
- Market forces and economic conditions influencing development in and around Draper City and the Salt Lake City market area.

Once baseline conditions were fully assessed, a mixed-use, master planned development scenario was prepared for analysis. The scenario was developed by reviewing and adjusting the development scenario presented in the 2005 Relocation Feasibility Study appropriate to current (2014) market and economic conditions. During this time, Louis Berger met with state economic development officials, local utility providers, and officials representing the city of Draper to gather relevant available information pertinent to the scenario and to seek input and guidance based on knowledge of the region, historical trends, current market forces, and redevelopment goals and objectives. In formulating the redevelopment scenario, likely construction timelines and construction expenditures based on standard unit rates for different types of construction were also developed.

Square footage by economic activity type (commercial and industrial) was then converted into employment based on accepted ratios for direct jobs per square foot, at the sector level (e.g., retail, office, industrial) based on the development scenario. Land used for housing would not directly generate long-term employment at the site, although residents moving to the area would generate new household demand that would generate new economic activity in the region.

The economic impacts of the redevelopment scenario were estimated using an economic model, known as the Impact Analysis for Planning model or “IMPLAN.” IMPLAN is a regional input-output model that uses local data combined with national input-output accounts. The model uses disaggregated sector data as well as current economic data available from the Department of Commerce, Bureau of Labor Statistics, and other federal and state agencies, to forecast potential impacts. IMPLAN is widely used by government and private sector economists and planners as well as academic researchers.

The purpose of using an economic model such as IMPLAN is to estimate the “ripple” effects of redeveloping the Draper prison property on the economies of Salt Lake County, Utah County, and the State of Utah. The model first measures the “direct effects” which are the changes in employment, income, and output associated with redevelopment of the property. The model also estimates indirect and induced effects.

Indirect effects result when a firm contracted to help build the site purchases materials and services such as steel, lumber, and cement from other establishments. These “other establishments” then must increase their output and procure more materials and services from their own suppliers to meet the new demand. Finally, the model estimates “induced” effects, which are the increases in economic activity attributable to additional spending by workers and their families who were directly or indirectly hired as a result of the project. Together, these effects are the “total effects” that are estimated by the

model. For purposes of this study, the terms “effects” and “benefits” are interchangeable because all of the calculated effects represent a positive change to the local and state economies.

It should be noted that the IMPLAN model was not used to capture generated economic activity that “leaks” out of the State of Utah for this analysis. For example, if during the construction phase, goods or services are purchased from companies located in surrounding states, the resulting employment, income, or output generated by such purchases would not be accounted for in this analysis.

1.3.1 KEY ASSUMPTIONS AND DATA SOURCES

Some assumptions were made to create the market model for IMPLAN inputs. The Fiscal Impact Analysis Model (FIAM) from South Florida Regional Planning Council is an analytical tool that estimates the costs and revenues associated with land use decisions and project future budget balances. Assumptions for employment, specifically square feet per employee averages for each real estate market, were used to develop scenarios for different market segments: office, retail, light industrial, multi- and single-family, and hotel. The FIAM model provides ranges in local estimates for each market segment. For the purposes of our scenarios, we used the average of the local estimate range for office, retail, warehouse, golf course, clubhouse, and institutional, as a basis of a local estimate for the Utah market.

Multiple sources of data informed this report. Key to the economic baseline are data published by the U.S. Census, particularly the American Community Survey; the U.S. Bureau of Labor Statistics and the U.S. Bureau of Economic Analysis. A detailed list of references can be found in the Appendix.

9. ECONOMIC AND DEMOGRAPHIC BASELINE

1.4. INTRODUCTION

The following sections present the economic and demographic baseline characteristics for the geographical region containing the Draper State Prison Site. The predominant economic and demographic effects of redeveloping the site would occur within the city of Draper and surrounding communities (Sandy, Bluffdale, Riverton, and South Jordan), Salt Lake County, and Utah County, with some spill-over effects accruing to the rest of the State. Because economic data are compiled primarily at the county and state level, the economic impact analysis focuses on redevelopment impacts to Salt Lake and Utah counties. The purpose of presenting demographic and economic data is to establish a baseline from which the proposed redevelopment project impacts can be measured against and hence, the overall magnitude of impacts assessed relative to the regional economy.

1.3.2 REGIONAL TRENDS OVERVIEW

As presented in the baseline assessment below, the State of Utah's economy, as well as the local economies of Salt Lake and Utah counties, is performing significantly better than the nation as a whole. In fact these economies performed better than the U.S. economy prior to, during, and after the recession of 2008-2009. Economic growth rates well exceeded the national average in the five years preceding the recession, and have rebounded more quickly since the recession officially ended mid-2009. For example, the November 2013 state level unemployment rate of 4.3 percent is significantly lower than the national unemployment rate of seven percent; the formation of new businesses is much higher, and incomes are growing faster relative to the national economy. While not all economic indicators have fully rebounded to prerecession levels, Utah is strongly positioned to benefit from the overall economic recovery.

Utah's demographics are also highly favorable to future economic growth. Utah has the youngest population of the 50 states and ranks 9th in educational attainment. Further adding to the stock of human capital, Utah boasts a much higher labor force participation rate than the U.S. as a whole; at the end of 2012, Utah had a labor force participation rate of 69 percent versus 64 percent nationally. Salt Lake County reached 71 percent of the population participating in the labor force in 2012, and Utah County reached 70 percent for the same period.

These demographic factors should ensure a growing and well educated workforce that will attract high technology industries. These factors have already contributed to a growing concentration of technology and information-based enterprises in Utah, particularly in Salt Lake and Utah counties, where companies such as eBay and Adobe have established a major presence in the last decade. The overall trend during the last decade for Utah and the two counties is one of economic diversification from traditional industries and an increasing focus on information and technology and life sciences.

The four main communities surrounding the Draper prison site reflect trends observed at the county level such as low unemployment rates and moderate to high population growth. Population growth of these communities is expected to be moderate to high with the largest community, Sandy City

forecasted to grow from 87,461 in 2010 to slightly more than 102,000 in 2030. Draper City is forecasted to grow from 40,532 to about 52,680 during the same period.

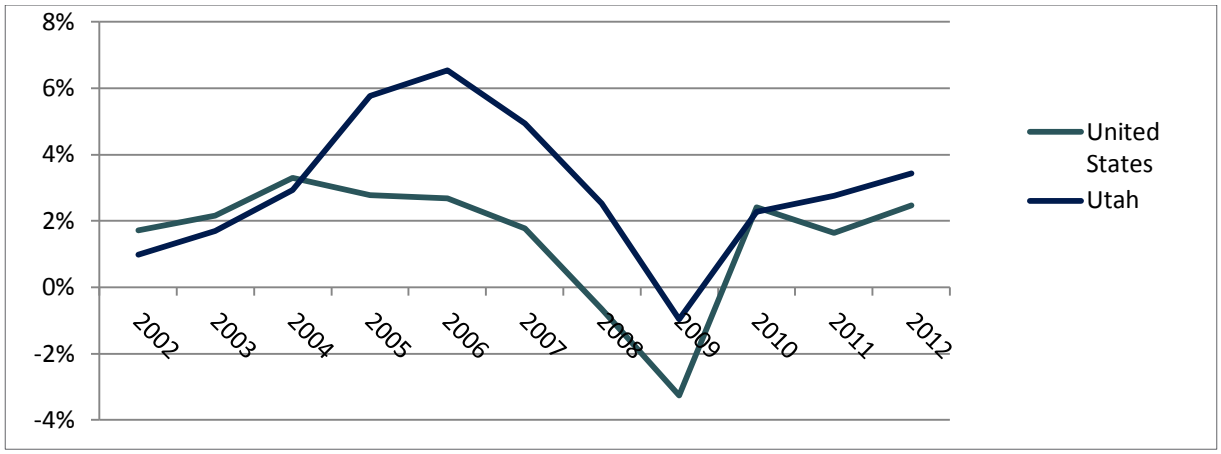
The following sections present the economic and demographic data that support the baseline assessment.

1.5. ECONOMIC OVERVIEW

1.3.3 ECONOMIC OUTPUT

The recession of 2008 hampered Utah's economy as it did the rest of the country, albeit less severely. As shown in Figure 9-1, Utah's economy grew faster than the U.S. as a whole in both the pre- and post-recession periods. Nonetheless, Utah's annual gross state product (GSP) growth dropped from just over 6 percent in 2006 to less than zero in 2008. Overall, however, Utah's economy has grown consistently faster than the U.S. economy as a whole, and is likely to continue to do so.

FIGURE 9-1: REAL UTAH GSP AND UNITED STATES GDP GROWTH RATES 2002-2012



Source: U.S. Bureau of Economic Analysis.

In 2012, the State of Utah had a reported GSP of $130.5 billion; Salt Lake County had a gross regional product (GRP) of $65.3 billion and Utah County had a GRP of $18.8 billion.

1.3.4 GOVERNMENT REVENUES

During the recession, state government revenues decreased by 17 percent, from about $7.2 billion in 2008 to $6.0 billion in 2010 (in current dollars), but have since recovered to $7.7 billion in 2013. Salt Lake and Utah counties fared better; from 2008 to 2009 Salt Lake County revenues decreased only 5 percent while Utah County revenues actually increased during the same period. Table 9-2 shows revenue trends for the State of Utah, Salt Lake County, and Utah County for the period from 2006 to 2013.

TABLE 9-2: HISTORICAL GOVERNMENT REVENUES (MILLIONS USD)

Area	2006	2007	2008	2009	2010	2011	2012	2013
State of Utah	$6,475.2	$7,209.5	$7,273.9	$6,518.1	$6,099.8	$6,500.2	$6,887.8	$7,678.3
Salt Lake County	$553.1	$576.1	$579.3	$547.7	$566.0	$656.6	$659.0	Not Available
Utah County	$24.4	$23.8	$23.8	$25.1	$30.0	$31.2	$30.8	Not Available

State data source: Utah State Tax Commission Revenue Summary Reports, 2006-2012.
Salt Lake County data source: Salt Lake County, Utah Comprehensive Annual Financial Reports, 2006-2012.
Utah County date source: Utah County Treasurer Annual Statements, 2006-2012.

1.3.5 COMMERCIAL ACTIVITIES

1.3.5.1 MAJOR INDUSTRIES

Location quotients (LQ) are used to indicate how concentrated a particular industry is in a region as compared to the national average for that industry. LQs can reveal what makes a particular region "unique" in comparison to the national average. If the LQ exceeds 1, then the industry is found in greater concentrations in the region than the national average. If the LQ is less than 1, then the industry is scarcer in the region than the national average. As seen in the accompanying tables, the construction, information (including telecommunications software development), and manufacturing sectors have LQs greater than the State of Utah and hence have a greater than average presence compared to the rest of the country. The more the LQ exceeds 1, the higher the proportion of total employees who work in that industry in the county or state relative to the nation as a whole. As shown in Table 9-3, the construction sector provides a significantly higher proportion of total jobs in Utah compared with the rest of the nation. For Salt Lake County and Utah County, financial services and information services are far more important sources of employment compared to the U.S. as a whole. Utah County hosts a number of major information service companies that help form an important and growing information and technology cluster.

It should be emphasized that the sectors with the greatest total employment do not necessarily belong to sectors with the highest LQs. As shown in Table 9-3, the largest industry for employment at the state level and for both counties is education and health services. However, this industry is not represented in above-average concentration in each area compared to the U.S. industries in Utah with some of the lowest location quotients are natural resources and mining, leisure, and hospitality, and education and health services.

TABLE 9-3: OCCUPATIONAL LOCATION QUOTIENTS BY AREA, 2012

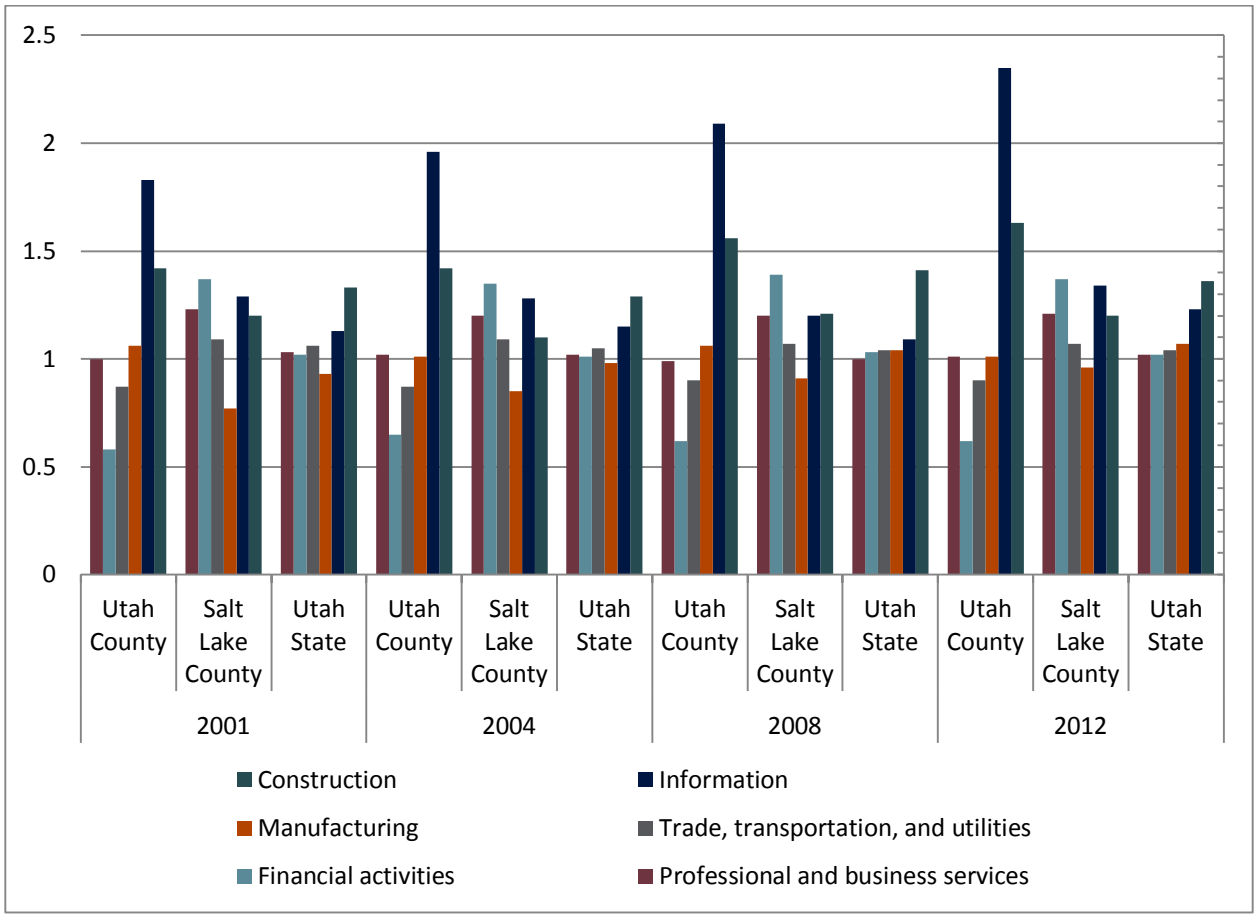
Industry	Employment[2]	Location Quotient[1]	Average Monthly Wage[3]	Average Hourly Wage[3]
State of Utah				
Construction	82,724	1.36	$3,610	$22.56
Information	30,160	1.23	$2,932	$18.33
Manufacturing	140,118	1.07	$3,766	$23.54
Trade, transportation, and utilities	248,290	1.04	$4,365	$27.28
Financial services	87,538	1.02	$6,193	$38.71
Professional and business services	158,375	1.02	$4,954	$30.96
Natural resources and mining	28,123	0.97	$5,201	$32.50
Leisure and hospitality	115,612	0.95	$1,538	$9.61
Education and health services	292,375	0.84	$2,838	$17.74
Salt Lake County				
Financial services	46,249	1.37	$6,228	$38.93
Information	14,223	1.34	$3,186	$19.91
Professional and business services	68,844	1.21	$6,152	$38.45
Construction	31,433	1.2	$3,880	$24.25
Trade, transportation, and utilities	103,727	1.07	$5,083	$31.77
Manufacturing	53,325	0.96	$3,966	$24.79
Leisure and hospitality	45,088	0.79	$1,787	$11.17
Other services	24,923	0.77	$3,120	$19.50
Education and health services	107,278	0.75	$3,833	$23.96
Natural resources and mining	4,730	0.43	$5,698	$35.61
Utah County				
Information	6,140	2.35	$3,946	$24.66
Construction	13,969	1.63	$3,453	$21.58
Education and health services	69,098	1.17	$3,251	$20.32
Manufacturing	22,379	1.01	$4,039	$25.24
Professional and business services	34,730	1.01	$5,200	$32.50
Trade, transportation, and utilities	39,037	0.9	$4,476	$27.97
Leisure and hospitality	19,393	0.8	$1,548	$9.67
Other services	12,097	0.71	$2,465	$15.40
Financial services	12,263	0.62	$ 8,430	$ 52.69
Natural resources and mining	2,938	0.47	$ 4,994	$ 31.21

Sources: [1] U.S. Bureau of Labor Statistics web site, Location Quotient Calculator. http://data.bls.gov Accessed on December 12, 2013; [2]2012 American Community Survey 1-Year Estimates; [3]Quarterly Census of Employment and Wages Http://www.bls.gov/cew/cewover.htm. Accessed on December 20. 2013.

Historical trends for location quotients by area indicate that in the last decade, Utah County has been successful in attracting information establishments and the information sector is rapidly becoming more

important to the long-term growth and economic development of that county. As Figure 9-4 shows, the information sector had highest LQ for the areas under study and has increased steadily since 2001.

FIGURE 9-4: TOP INDUSTRIES BY LOCATION QUOTIENT, 2001-2012

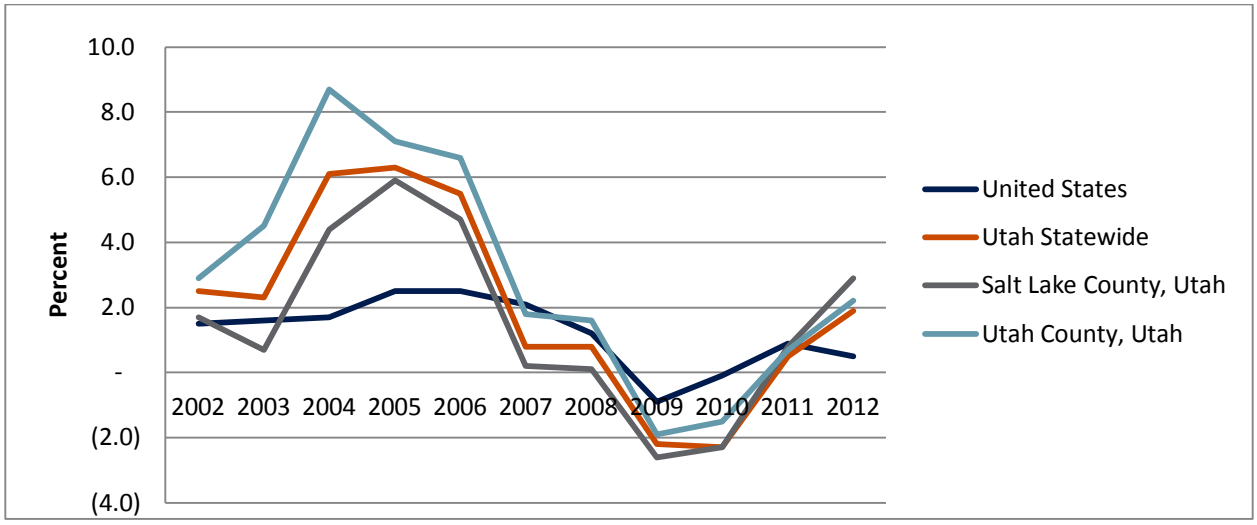


Source: (U.S. Bureau of Labor Statistics).

1.3.5.2 NUMBER OF ESTABLISHMENTS AND MAJOR EMPLOYERS

The formation of new establishments has followed the recent trend of the other economic indicators, pre-recession rapid growth succeeded by a significant drop during the recession, followed by renewed growth as the effects of the recession have waned. Figure 9-5 shows that since 2010, the state and both counties have seen considerable increases in the rate new establishments are formed. At the national level the rate has slightly decreased in the last year.

FIGURE 9-5: 12-MONTH PERCENTAGE CHANGE IN NUMBER OF ESTABLISHMENTS



Source: Consultant analysis using U.S. Bureau of Labor Statistics.

1.3.5.3 DRAPER CITY COMMERCIAL ACTIVITIES

The principal employers in Draper City are the Utah State Prison, eBay, 1-800 Contacts, Coca-Cola, and Edwards Lifesciences (Table 9-6). Since 2004, there has been an increase in employment for the top technical company (eBay) and commercial businesses (1-800 Contacts, Coca-Cola), and a drop in education and health services.

TABLE 9-6: CITY OF DRAPER PRINCIPAL EMPLOYERS

	2004		2012	
Employer	**Number of Employees**	**Rank**	**Number of Employees**	**Rank**
Utah State Prison	1,000-1,999	1	1,000-1,999	1
eBay	500-999	4	1,000-1,999	2
1-800 Contacts	500-999	5	500-999	3
Coca-Cola	250-499	6	500-999	4
Edwards Lifesciences	500-999	2	250-499	5
Affiliated Computer Services (ACS)	100-249	10	250-499	6
Harmon's	100-249	8	250-499	7
Musician's Friend			250-499	8
Ikea			250-499	9
O'Currance			250-499	10
Ballard Medical	500-999	3		
Advanta Bank	250-499	7		
Cazier Excavating	100-249	9		

Source: 2011-2012 Comprehensive Annual Financial Report, Draper City.

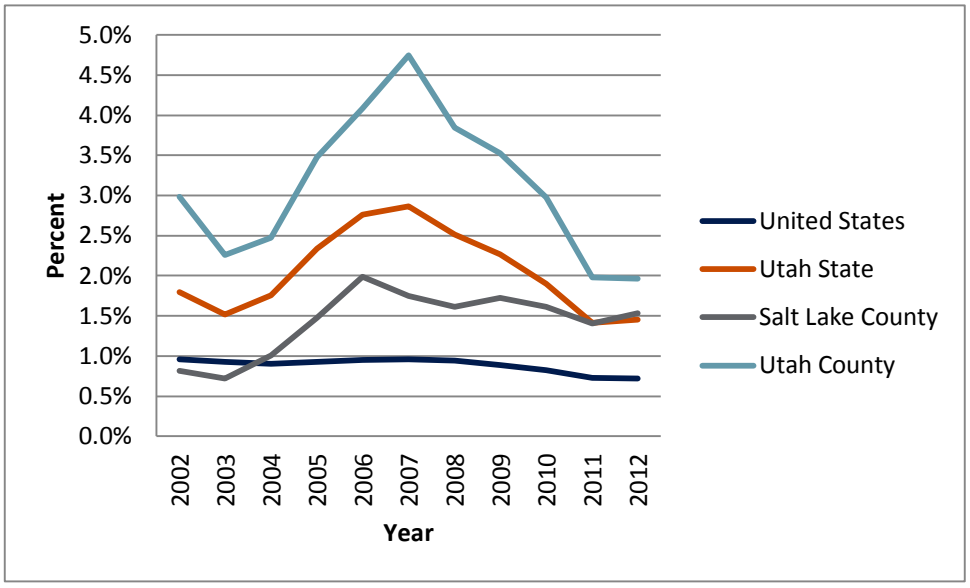
1.6. DEMOGRAPHIC AND SOCIOECONOMIC BASELINE CHARACTERISTICS

1.3.6 POPULATION SIZE

With an average annual growth rate 2.1 percent over the previous decade, Utah's population reached 2.85 million in 2012. The Salt Lake County population accounted for about 1.1 million of the state total, with an average annual growth rate of 1.5 percent during the same period. Utah County's population totaled 540,504 in 2012 and experienced an average annual growth rate of 3.1 percent. In comparison, the U.S. population increased at an average annual rate of 0.9 percent during the same period.

Figure 9-7 presents annual population growth rates for the United States, the State of Utah, Salt Lake County, and Utah County from 2002 and 2012.

FIGURE 9-7: POPULATION GROWTH RATES: 2002-2012



Source: Consultant analysis using data from the U.S. Bureau of Economic Analysis.

Population growth rates since 2007 have fallen in the United States, the State of Utah, and Utah County, most likely attributable to lower immigration rates. As Table 9-8 shows, annual average growth rates from 2002 to 2007 were generally higher than the average annual growth rates for the period 2008 to 2012, particularly in Utah County and the state.

TABLE 9-8: AVERAGE ANNUAL POPULATION GROWTH RATES BEFORE AND AFTER RECESSION ONSET

Area	2002-2007	2008-2012	Difference
United States	0.9%	0.8%	-0.1%
State of Utah	2.2%	1.9%	-0.3%
Salt Lake County	1.3%	1.6%	0.3%
Utah County	3.3%	2.9%	-0.4%

Source: (U.S. Bureau of Economic Analysis).

1.3.6.1 SURROUNDING COMMUNITIES

The City of Draper and surrounding communities of Sandy, Bluffdale, Riverton, and South Jordan have also experienced population growth in recent years.

Table 9-9, presents 2010 to 2012 population estimates for the five communities surrounding the redevelopment site.

TABLE 9-9: POPULATION ESTIMATES OF SURROUNDING COMMUNITIES, 2010-2012

Community	U.S. Census (April 1)	Population Estimate (as of July 1)		Population Growth Rate: 2010-2012
	2010	2011	2012	
Draper	42,274	43,279	44,103	4%
Bluffdale	7,598	7,770	7,975	5%
Riverton	38,753	39,523	40,398	4%
Sandy	87,461	88,446	89,344	2%
South Jordan	50,418	53,338	55,934	11%
Total Population	226,504	232,356	237,754	5%

Source: U.S. Census.

1.3.7 POPULATION CHARACTERISTICS

Utah's population is significantly younger than the U.S. as a whole. As shown in Table 9-10, 39 percent of Utah County residents are under age 19 compared to 26 percent for the U.S. The large size of this age cohort has implications for the future size of the labor force as most people under age 19 are not yet in the labor force.

TABLE 9-10: POPULATION DISTRIBUTION BY AGE

Age Group	United States	State of Utah	Salt Lake County	Utah County
Under 19 years	26.3%	34.1%	31.3%	39.0%
20 to 44 years	33.6%	36.4%	38.2%	39.4%
45 to 64 years	26.4%	19.9%	21.4%	14.7%
65 years and older	13.7%	9.5%	9.0%	6.8%

Source: American Community Survey, 2012.

1.3.8 LEVELS OF EDUCATION

Utah compares favorably to the United States in terms of educational attainment, with a high proportion of residents attaining post-secondary education (some college, associate's degree, or bachelor's degree). As shown in Table 9-11, 68 percent of the state population over age 25 has some post-secondary education compared to 58 percent of the national population. Of the Salt Lake County population over age 25, 67 percent has attained some post-secondary education and of the Utah County population over age 25, 75 percent has attained some post-secondary education.

TABLE 9-11: POPULATION OVER AGE 25 BY HIGHEST LEVEL OF EDUCATIONAL ATTAINMENT

Level of Educational Attainment	United States	State of Utah	Salt Lake County	Utah County
Primary and Secondary Educational Attainment				
Less than 9th grade	5.8%	3.0%	3.9%	2.4%
9th to 12th grade, no diploma	7.9%	6.0%	7.2%	4.8%
High school graduate (includes equivalency)	28.0%	23.1%	21.5%	17.6%
Total primary and secondary educational attainment	41.7%	32.1%	32.6%	24.8%
Post-Secondary Educational Attainment				
Some college, no degree	21.3%	27.5%	26.2%	27.8%
Associate's degree	8.0%	9.7%	8.7%	11.1%
Bachelor's degree	18.2%	20.3%	20.6%	25.2%
Graduate or professional degree	10.9%	10.4%	11.9%	11.1%
Total post-secondary educational attainment	58.4%	67.9%	67.4%	75.2%

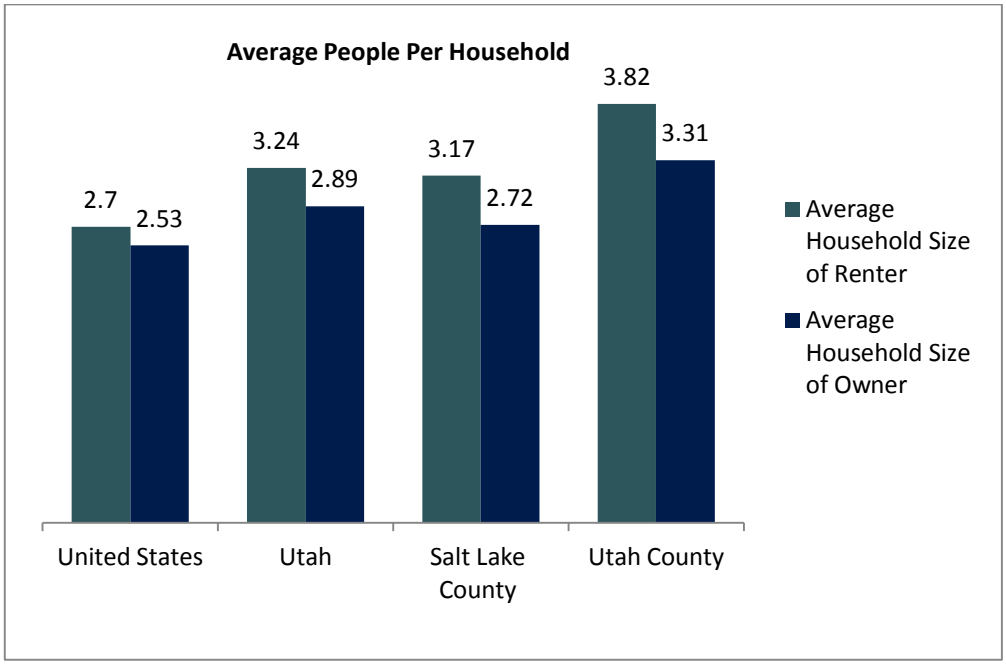
Source: American Community Survey, 2012.

1.3.9 HOUSEHOLD CHARACTERISTICS

Average household size is larger in Utah than in the rest of the U.S., which can be attributed to the disproportionately large population under 18 years of age. The average household size for renter-households is 3.24 people and 2.89 people for owner-households. Salt Lake County has slightly smaller households than average Utah state households, with an average of 3.17 people per renter-household and 2.72 per owner-household. Conversely, Utah County has slightly larger households than both the

State of Utah and Salt Lake County with 3.82 people per renter-household and 3.31 people per owner-household (Figure 9-12).

FIGURE 9-12: AVERAGE HOUSEHOLD SIZE BY HOUSING TENURE TYPE



Source: American Community Survey, 2012.

Utah has higher rates of home ownership than the U.S. overall, as do both Salt Lake County and Utah County. Of occupied units, Utah has a home ownership rate of almost 70 percent, compared to 64 percent for the U.S. overall. Salt Lake County and the State of Utah have home ownership rates of approximately 66 percent and 67 percent respectively (Table 9-13).

TABLE 9-13: HOUSING TENURE OF OCCUPIED UNITS

Housing Tenure	United States	State of Utah	Salt Lake County	Utah County
Owner-occupied	63.9%	69.6%	66.2%	66.9%
Renter-occupied	36.1%	30.4%	33.8%	33.1%

Source: American Community Survey, 2012.

While there are fewer housing units for sale or rent in the State of Utah, in Salt Lake City and in Utah counties compared to the U.S. (Table 9-14), there does not seem to be a housing shortage as indicated by the cost of housing as a percentage of household income. Housing costs (rent or mortgage) as a percentage of income in Utah, Salt Lake County, and Utah County are equivalent or less compared to the U.S. overall. Of households that pay rent or have a mortgage, the State of Utah and Salt Lake and Utah counties have a lower proportion of households spending 30 percent or more on housing costs compared to the U.S. (Table 9-15).

TABLE 9-14: VACANCY RATE BY HOUSING TENURE TYPE

Vacancy Rate	United States	State of Utah	Salt Lake County	Utah County
Homeowner vacancy rate	2.0%	1.4%	1.2%	1.4%
Rental vacancy rate	6.8%	5.9%	4.9%	3.7%

Source: American Community Survey, 2012.

TABLE 9-15: PERCENT OF INCOME SPENT ON HOUSING (RENT OR MORTGAGE)

Percent Bracket	United States	State of Utah	Salt Lake County	Utah County
Less than 20 percent	31.9%	33.4%	32.0%	31.6%
20 to 29.9 percent	26.2%	28.4%	27.8%	29.1%
30 percent or more	41.9%	38.2%	40.1%	39.3%

Source: Consultant Analysis using data from the American Community Survey, 2012.

1.3.10 LABOR FORCE, EMPLOYMENT AND WAGES

1.3.10.1 LABOR FORCE SIZE AND RATE OF PARTICIPATION

The State of Utah and Salt Lake and Utah counties have higher levels of labor force participation than the U.S. overall. As Table 9-16 shows, women in Utah, Salt Lake and Utah counties are also more likely to be members of the labor force than in the U.S. as a whole. However, the State of Utah has higher rates of single-income households in households with minor children than in the U.S.

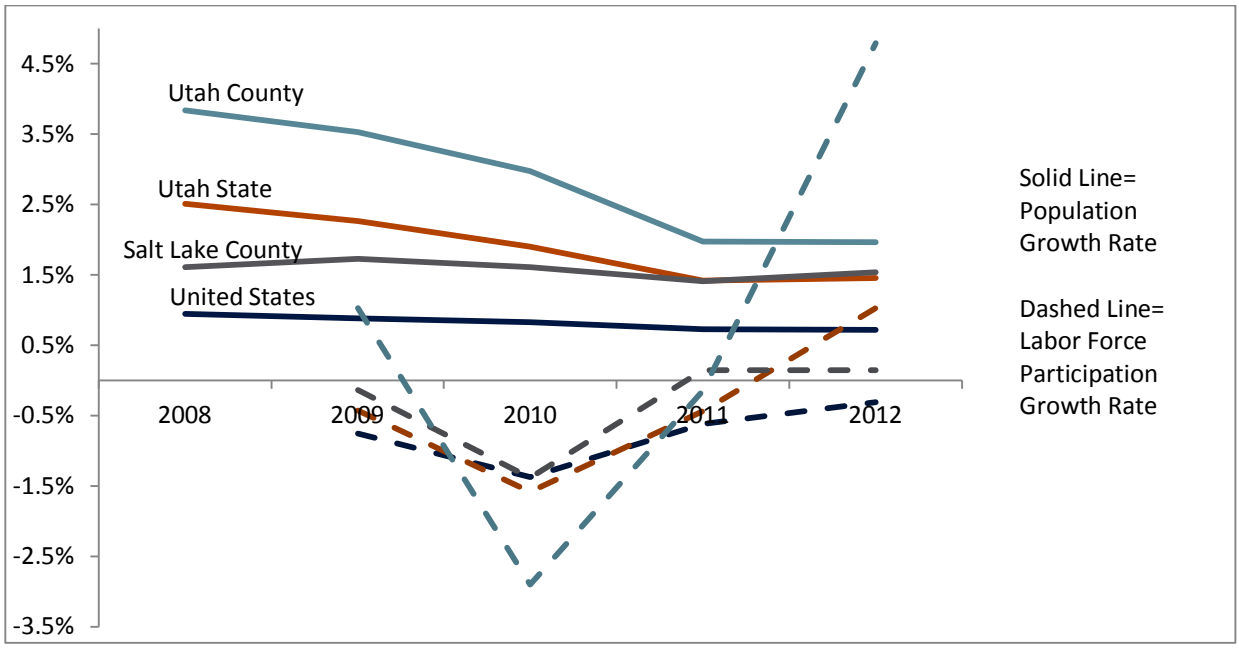
TABLE 9-16: LABOR FORCE SIZE AND PARTICIPATION RATES

Category	United States	State of Utah	Salt Lake County	Utah County
Size of the labor force	158,729,043	1,412,812	562,571	258,248
Percent of population in the labor force	63.8%	68.8%	71.5%	69.9%
Percent of women in the labor force	58.8%	61.0%	64.4%	60.2%
Percent of households with minor children in which only one parent works	31.3%	41.4%	38.8%	51.1%

Source: American Community Survey, 2012.

Labor force participation has decreased as in the rest of the U.S. since 2008 as discouraged workers have left the workforce and others have retired early. Nonetheless, Utah and the two counties retain far higher rates of labor participation than the U.S. (Figure 9-17). In fact, Utah County is now above pre-recession levels in terms of labor force participation (Table 9-18).

FIGURE 9-17: COMPARISON OF RATES OF POPULATION GROWTH AND LABOR FORCE PARTICIPATION, 2008-2012



Source: Consultant Analysis using American Community Survey Data, 2012.

TABLE 9-18: LABOR FORCE PARTICIPATION RATES AND NET CHANGE, 2008-2012

	2008	2009	2010	2011	2012	Net Change 2008-2012
United States	65.8%	65.3%	64.4%	64.0%	63.8%	-2.0%
State of Utah	69.8%	69.5%	68.4%	68.1%	68.8%	-1.0%
Salt Lake County	72.4%	72.3%	71.3%	71.4%	71.5%	-0.9%
Utah County	68.1%	68.8%	66.8%	66.7%	69.9%	1.8%

Source: Consultant Analysis with American Community Survey Data, 2012.

1.3.11 COMMUTING PATTERNS

Workers in the state and in Salt Lake and Utah counties use similar modes of commuting as the national averages, with approximately 75 percent of all workers driving alone to work (Table 9-19). Carpooling is slightly more popular in the state and Salt Lake and Utah counties as compared to national trends and public transportation was a slightly less popular means of commuting compared to national trends.

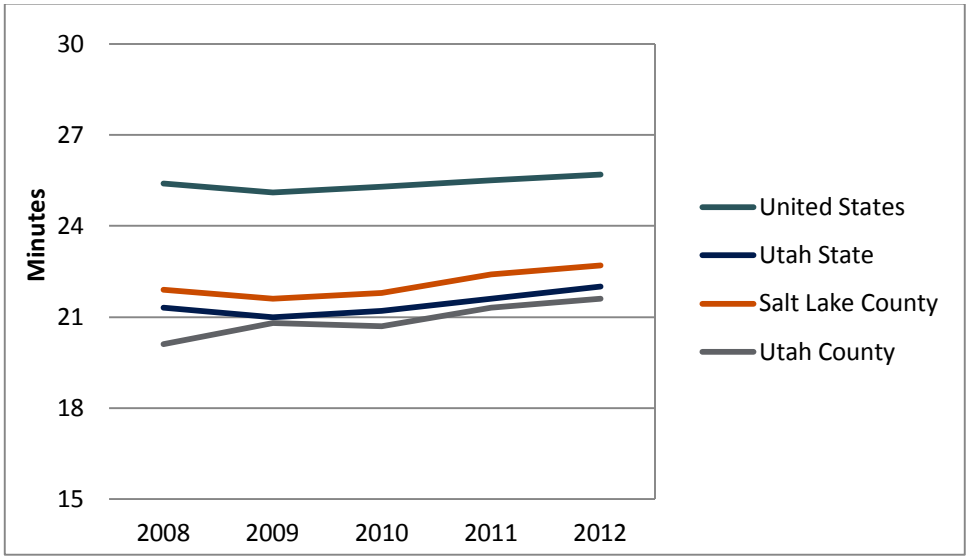
TABLE 9-19: COMMUTING MODES BY AREA

Mode of Commuting	United States	State of Utah	Salt Lake County	Utah County
Car, truck, or van – drove alone	76.3%	75.7%	75.2%	72.7%
Car, truck, or van – carpooled	9.7%	12.2%	12.1%	13.3%
Public transportation (excluding taxicab)	5.0%	2.5%	4.0%	1.5%
Walked	2.8%	2.6%	2.0%	3.9%
Other means	1.8%	2.3%	2.1%	2.7%
Worked at home	4.4%	4.8%	4.5%	6.0%

Source: American Community Survey, 2012.

Commuting times in the State of Utah and in Salt Lake and Utah counties are lower than the national average and have stayed relatively stable over time (Figure 9-20).

FIGURE 9-20: LENGTH (MINUTES) OF ONE-WAY COMMUTE, 2008-2012

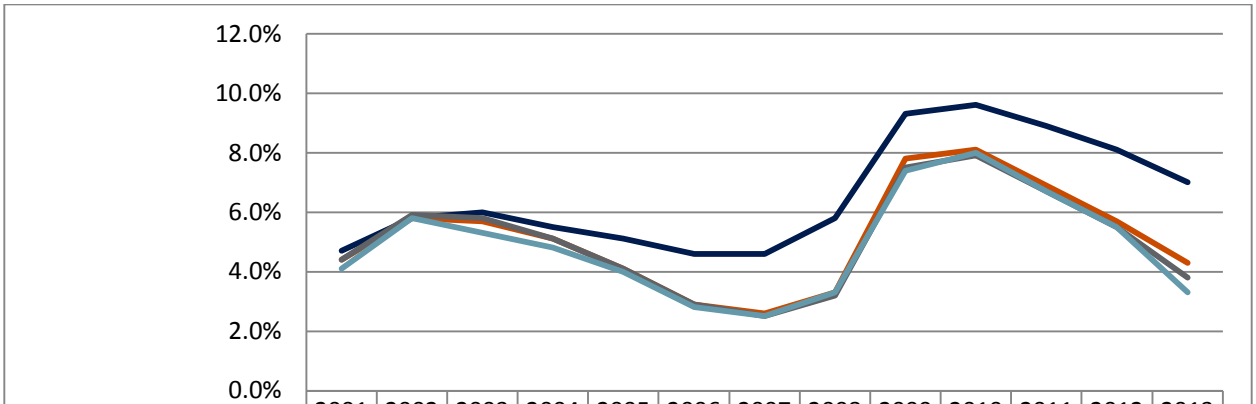


Source: American Community Survey.

1.3.12 UNEMPLOYMENT

Unemployment rates peaked in 2010 and have rapidly decreased over the past three years, though they remain higher than pre-recession levels (Figure 9-21). As with most the other key indicators, Utah has fared much better than almost all other states.

FIGURE 9-21: UNEMPLOYMENT RATES, 2001-2013



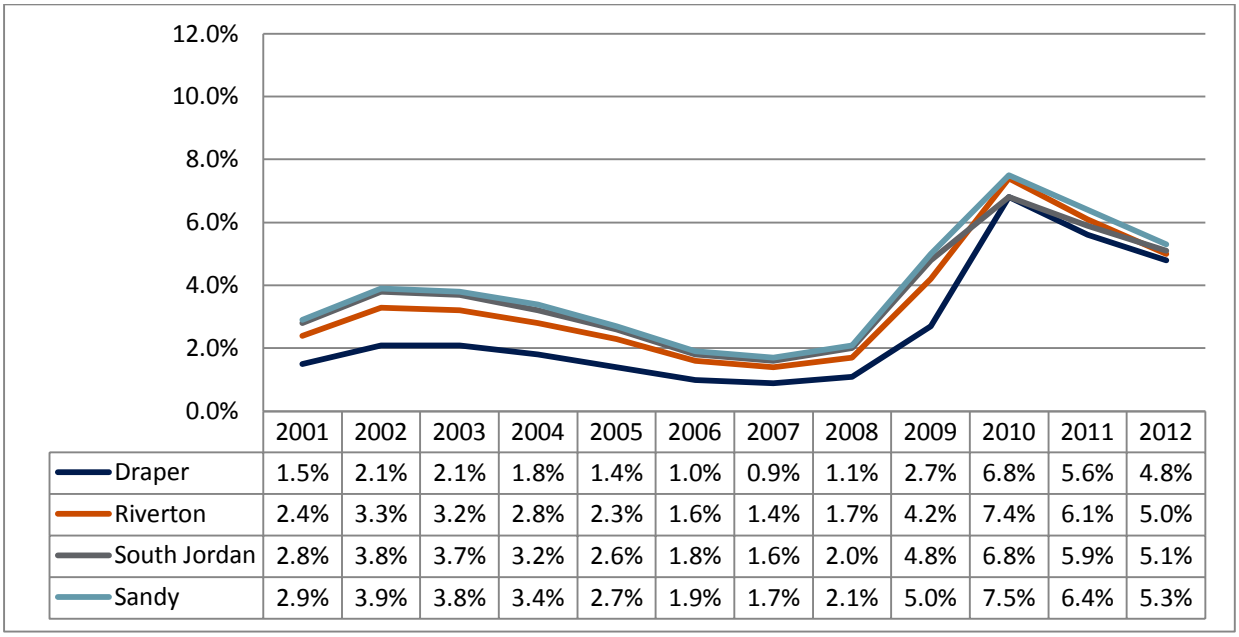
	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
United States	4.7%	5.8%	6.0%	5.5%	5.1%	4.6%	4.6%	5.8%	9.3%	9.6%	8.9%	8.1%	7.0%
Utah Statewide	4.4%	5.8%	5.7%	5.1%	4.1%	2.9%	2.6%	3.3%	7.8%	8.1%	6.9%	5.7%	4.3%
Salt Lake County	4.4%	5.9%	5.8%	5.1%	4.1%	2.9%	2.5%	3.2%	7.5%	7.9%	6.7%	5.5%	3.8%
Utah County	4.1%	5.8%	5.3%	4.8%	4.0%	2.8%	2.5%	3.3%	7.4%	8.0%	6.7%	5.5%	3.3%

Source: U.S. Bureau of Labor Statistics.
Note: 2013 data is through November 2013.

1.3.12.1 SURROUNDING COMMUNITIES

The city of Draper and the surrounding communities of Riverton, South Jordan, and Sandy also experienced decreases in employment since the recession began. However, as with the rest of Utah, these communities were insulated from the worst effects of the recession and the unemployment rate since 2010 has been falling steadily (Figure 9-22). For the four communities, the unemployment rate is below the average for the State of Utah and Salt Lake and Utah counties.

FIGURE 9-22: SURROUNDING COMMUNITIES UNEMPLOYMENT RATES, 2001-2012



	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Draper	1.5%	2.1%	2.1%	1.8%	1.4%	1.0%	0.9%	1.1%	2.7%	6.8%	5.6%	4.8%
Riverton	2.4%	3.3%	3.2%	2.8%	2.3%	1.6%	1.4%	1.7%	4.2%	7.4%	6.1%	5.0%
South Jordan	2.8%	3.8%	3.7%	3.2%	2.6%	1.8%	1.6%	2.0%	4.8%	6.8%	5.9%	5.1%
Sandy	2.9%	3.9%	3.8%	3.4%	2.7%	1.9%	1.7%	2.1%	5.0%	7.5%	6.4%	5.3%

Source: U.S. Bureau of Labor Statistics.
Note: Data for 2013 unavailable.

1.3.13 WAGES

Workers' annual pay in the State of Utah and Salt Lake and Utah counties are, on average, below the national average. In 2012, the average annual pay per worker was $41,301 for the State of Utah compared to $49,289 nationally. Workers in Salt Lake County had an average annual salary of $46,442, 11 percent above the state average but still below the national average while workers in Utah County had an average annual salary of $38,652 or 7 percent below the state average and 28 percent below the national average (U.S. Bureau of Labor Statistics).

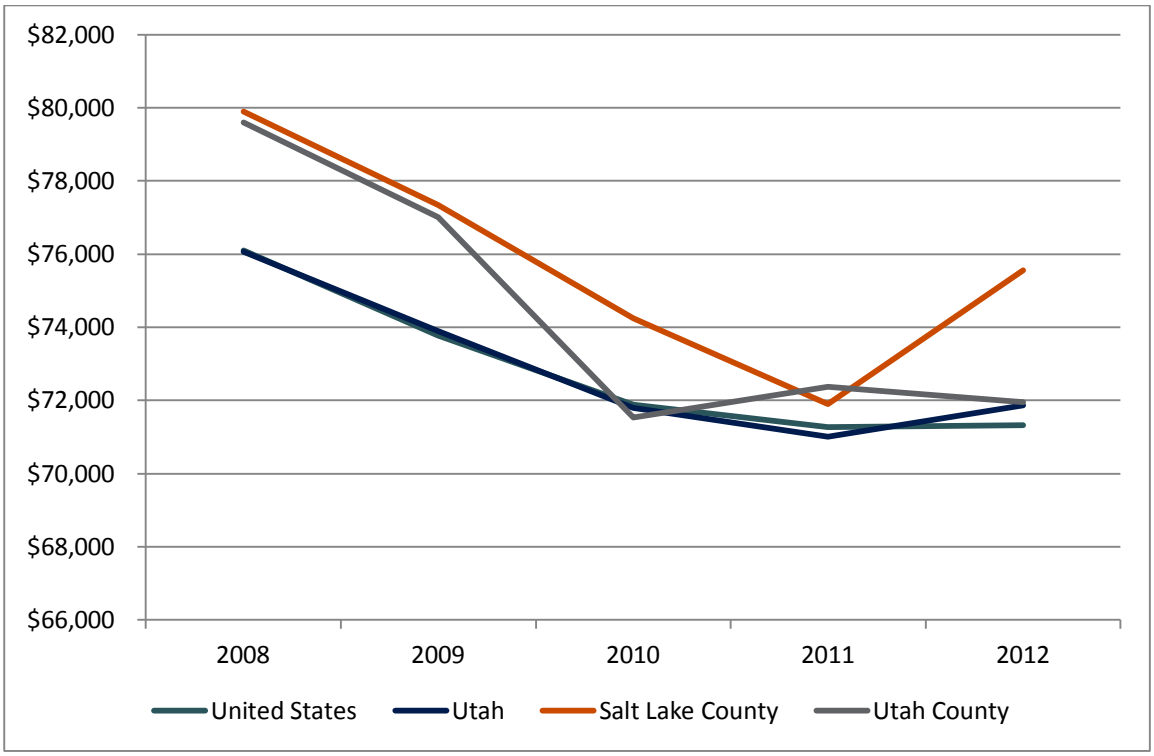
Wage growth in the State of Utah and Salt Lake and Utah counties has been slightly higher than the national average. From 2001 to 2012, wage growth in the State of Utah increased an average of 2.9 percent annually compared to 2.8 percent nationally. For the same period, Salt Lake County reported an average annual wage increase of 3.1 percent while Utah County had an average annual increase of 2.9 percent (U.S. Bureau of Labor Statistics).

1.3.14 HOUSEHOLD INCOME

Conversely, household income for the State of Utah and Salt Lake and Utah counties is higher than the national average. In 2012, average household income in Utah was $71,875 compared to $71,317 nationally. Salt Lake County households reported an average income of $75,556 and Utah County households had an average income of $71,964. The fact that household income is higher in Utah than nationally while wages are lower can be attributed to higher labor participation rates and lower unemployment rates. It should also be noted that women are more likely to be in the labor force in Utah than nationally and therefore, households have higher incomes.

Despite small increases in wages from 2008 to 2012, household income fell over the same period for all areas. On average, household income fell by 5.5 percent, compared to 6.3 percent nationally. Salt Lake County experienced a 5.4 percent decrease from 2008 to 2012 and Utah County experienced a 9.6 percent decrease in household income (Figure 9-23). The decreases in household income are consistent with decreases in the percent of the population in the labor force and in the percent of the labor force employed.

FIGURE 9-23: HOUSEHOLD INCOME, 2008-2012



Source: American Community Survey, 2012.

1.7. PROJECTED GROWTH

1.3.15 ECONOMIC GROWTH

1.3.15.1 INDUSTRIES AND TYPES OF JOBS EXPECTED

Total employment in Utah is expected to increase on average by 1.7 percent per year, using 2012 as a baseline for projections (Table 9-24). For the State of Utah and for both counties, the fastest growing industry will be professional and technical services. The professional and technical services sector contains many occupations that require a high-degree of education, such as accounting, research, and consulting services.

Other key growth industries across the State of Utah and Salt Lake and Utah counties are the administrative and business support services sector, which includes firms providing clerical, janitorial, and other business services; arts, entertainment, and recreation; information (including telecommunications software development); and construction. The types of jobs expected from growth in these industries includes office administration, clerical services, cleaning and janitorial services; and positions associated with establishments that provide live events or exhibits or provide participation in recreation (e.g., actors, musicians, amusement, or recreation services).

TABLE 9-24: PROJECTED GROWTH IN EMPLOYMENT BY INDUSTRY AND AREA

Industry	2020	2030	2040	2050	2060	Average Annual Growth
Salt Lake County						
Professional and Technical Services	73,836	96,901	122,666	153,389	187,765	3.9%
Arts, Entertainment and Recreation	16,647	19,830	23,422	27,467	31,745	2.3%
Administrative and Business Support Services	68,494	82,690	93,886	103,925	113,872	1.7%
Information	21,320	24,294	27,349	30,681	34,248	1.5%
State and Local Government	98,734	112,606	124,716	136,046	147,194	1.2%
Total Employment[8]	875,989	976,729	1,057,403	1,134,906	1,214,824	1.0%

[8] Total employment includes all industries. The table only includes projected growth in employment for the top five industries.

TABLE 9-24: PROJECTED GROWTH IN EMPLOYMENT BY INDUSTRY AND AREA (CONTINUED)

Industry	2020	2030	2040	2050	2060	Average Annual Growth
Utah County						
Professional and Technical Services	29,443	42,727	60,390	83,814	111,306	7.0%
Administrative and Business Support Services	22,144	30,590	39,890	50,352	61,691	4.5%
Information	12,835	16,620	21,176	26,632	32,690	3.9%
Arts, Entertainment, and Recreation	6,083	7,682	9,772	12,353	15,222	3.8%
Construction	24,341	33,086	41,647	49,931	58,371	3.5%
Total Employment	329,383	407,066	493,181	591,361	698,262	2.8%
State of Utah						
Professional and Technical Services	150,885	206,309	274,211	360,335	459,490	5.1%
Arts, Entertainment and Recreation	43,239	53,720	66,592	81,976	98,812	3.2%
Administrative and Business Support Services	137,086	174,337	209,972	247,063	286,171	2.7%
Information	43,413	52,093	61,945	73,413	86,018	2.5%
Construction	138,862	174,305	203,433	227,571	250,655	2.0%
Total Employment	1,995,556	2,313,752	2,627,326	2,966,354	3,329,176	1.7%

Source: 2010 Census; Governor's Office of Management & Budget Demographic and Economic Projects (http://governor.utah.gov/DEA/projections.html).

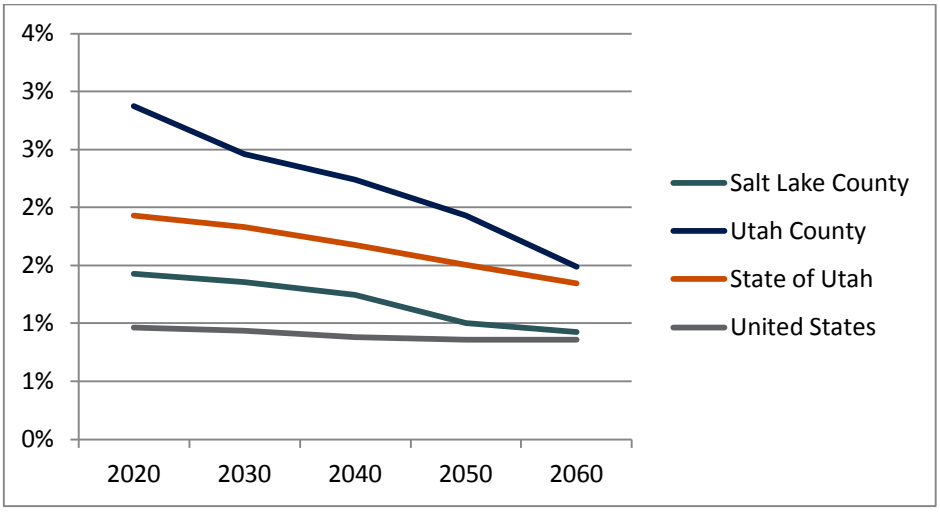
Employment sectors expected to shrink by 2060 in the State of Utah include the federal government, agriculture, utilities, and mining and natural resources.[9]

1.3.16 POPULATION GROWTH

The Governor's Office of Management and Budget projects that the State of Utah will grow steadily with the population more than doubling by 2016, from 2.8 million to 5.9 million people. While the rates of growth for the State of Utah, Salt Lake County, and Utah County are predicted to slow over time, all three areas will nevertheless maintain higher population growth rates than the national average through 2060 (Figure 9-25).

[9] Governor's Office of Management & Budget Demographic and Economic Projects (http://governor.utah.gov/DEA/projections.html).

FIGURE 9-25: PROJECTED POPULATION GROWTH RATES

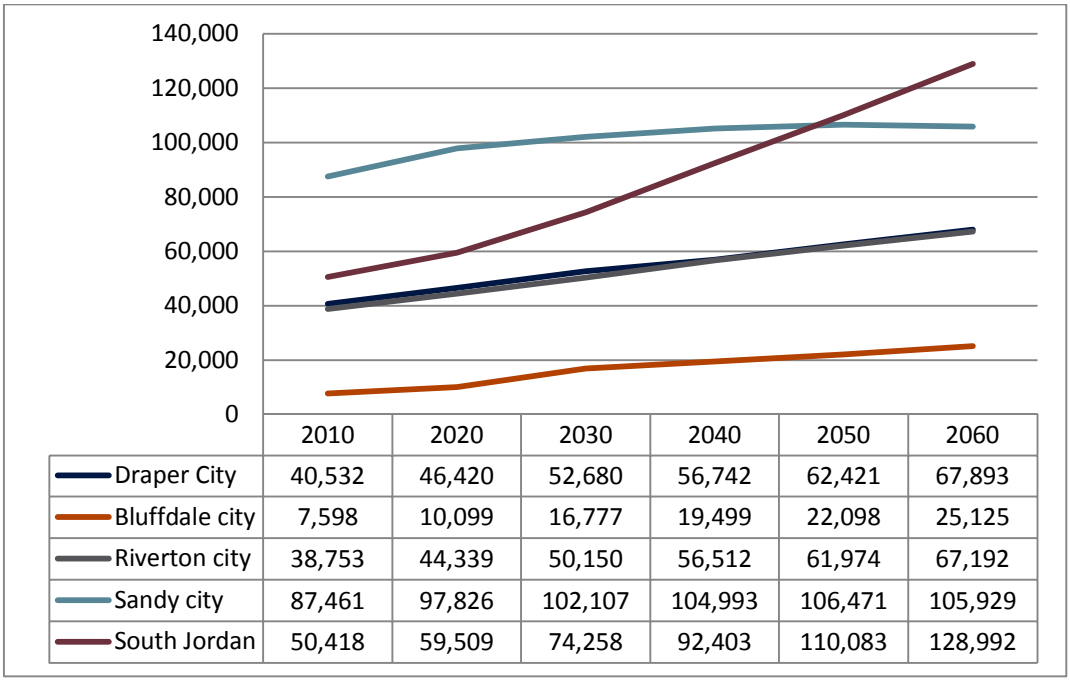


Source: Governor's Office of Management & Budget Demographic and Economic Projects.

1.3.16.1 DRAPER CITY AND SURROUNDING COMMUNITIES

South Jordan shows the greatest growth in population with a projected population of 128,992 in 2060, representing a 156 percent increase over 2010 U.S. Census estimates (Figure 9-26). Draper City is projected to maintain a steady average annual growth rate in population of 1.1 percent from 2020 through 2060, which is comparable to national average projections. Sandy is the only community that projects a declining population growth rate over time from 1.2 percent in 2020 to -0.1 percent in 2060.

FIGURE 9-26: 2010 BASELINE AND PROJECTED POPULATIONS FOR SURROUNDING COMMUNITIES



	2010	2020	2030	2040	2050	2060
Draper City	40,532	46,420	52,680	56,742	62,421	67,893
Bluffdale city	7,598	10,099	16,777	19,499	22,098	25,125
Riverton city	38,753	44,339	50,150	56,512	61,974	67,192
Sandy city	87,461	97,826	102,107	104,993	106,471	105,929
South Jordan	50,418	59,509	74,258	92,403	110,083	128,992

Source: Governor's Office of Management & Budget Demographic and Economic Projects.

1.3.17 NUMBER OF NEW HOUSEHOLDS

As Table 9-27 shows, the number of households in Utah is predicted to grow at a steady average annual rate of 3 percent. The number of new households in Utah County will grow at an average annual rate of 4 percent which is greater than state and national averages.

TABLE 9-27: GROWTH IN NEW HOUSEHOLDS, NUMBER, AND PERCENTAGE

Area	2020	2030	2040	2050	2060	Average Annual Growth %
Salt Lake County	413,941	499,959	574,647	638,950	704,429	2%
Utah County	183,818	246,100	312,487	381,820	446,394	4%
State of Utah	1,088,997	1,373,259	1,641,340	1,909,039	2,185,563	3%
United States	132,151,597	148,250,026	162,319,068	176,250,626	191,854,640	1%

Source: Governor's Office of Management & Budget Demographic and Economic Projects.

1.3.18 HOUSEHOLD SIZE

The average household size in Utah State, according to the 2010 U.S. Census, is 3.10 which is slightly higher than the national average (Table 9-28). Over time, it is predicted that the average household size will decrease for the State of Utah with larger decreases in the household size for both Salt Lake County and Utah County. The household size at the national level is also projected to decline over the next 20

years but will stabilize in 2040 at 2.42 persons per household. The trend of shrinking households in Utah is comparable to the national average annual rate, though slightly higher at -0.3 percent than the national average of -0.1 percent. Discussions regarding this phenomenon speculate that culture explains the declining household size and possible changes in views on marriage and the family unit. Utah is showing a similar trend to the U.S. but despite shrinking households over time, still maintains larger households than the national average, particularly in Utah County.

TABLE 9-28: PROJECTED HOUSEHOLD SIZE, 2010-2060

Area	2010	2020	2030	2040	2050	2060
Salt Lake County	2.96	2.81	2.64	2.59	2.56	2.53
Utah County	3.57	3.54	3.30	3.18	3.11	3.06
State of Utah	3.10	2.99	2.80	2.74	2.71	2.68
United States	2.58	2.50	2.44	2.42	2.42	2.41

Source: Governor's Office of Management & Budget Demographic and Economic Projections.

1.3.19 PROJECTED DEMOGRAPHIC CHANGES

The age group predicted to experience the greatest increase over the next 50 years is the 65 and over group for both Salt Lake and Utah counties and the state as a whole. This trend comports with the overall aging of the U.S. population.

The State of Utah will have greater growth rates than the U.S., with more than double the average annual growth rate projected in Utah County than the national projected average (Table 9-29). Utah County shows almost a doubling for the population aged 40 to 64 which is representative at the state level as well. This indicates Utah County may have a younger population and thus younger population growth than Salt Lake County. Utah state and county projections for age cohort growth is comparable to the rest of the United States, with greater growth for Utah County and the state across all age groups. By the year 2060, the 40 to 64 age group will represent the largest share of total population which is comparable to the national demographic trend.

TABLE 9-29: POPULATION PROJECTIONS BY AGE COHORTS

Age Cohort	2010	2020	2030	2040	2050	2060	Average Annual Growth Rate
Salt Lake County							
Under 17	300,834	335,643	334,246	378,263	412,725	442,515	1.2%
18 to 64	642,757	727,108	820,407	895,059	934,889	1,035,039	
Over 65	89,683	118,108	186,012	234,675	311,952	335,337	
Total	1,033,274	1,180,859	1,340,665	1,507,997	1,659,566	1,812,891	

TABLE 9-29: POPULATION PROJECTIONS BY AGE COHORTS (CONTINUED)

Age Cohort	2010	2020	2030	2040	2050	2060	Average Annual Growth Rate
Utah County							
Under 17	874,360	1,019,909	1,082,854	1,222,388	1,388,651	1,543,824	2.2%
18 to 64	1,555,177	1,817,533	1,976,498	2,249,050	2,501,333	2,782,239	
Over 65	250,321	342,756	552,005	704,887	918,457	1,115,319	
Total	2,774,283	3,309,234	3,914,984	4,570,433	5,257,239	5,965,658	
State of Utah							
Under 17	874,360	1,019,909	1,082,854	1,222,388	1,388,651	1,543,824	1.6%
18 to 64	1,649,602	1,946,569	2,280,125	2,643,158	2,950,131	3,306,515	
Over 65	250,321	342,756	552,005	704,887	918,457	1,115,319	
Total	2,774,283	3,309,234	3,914,984	4,570,433	5,257,239	5,965,658	
United States							
Under 17	74,415,536	80,855,946	85,499,883	92,310,378	100,391,541	108,561,036	0.9%
18 to 64	194,909,165	209,086,514	214,459,057	232,142,887	251,439,779	271,168,234	
Over 65	40,395,048	49,598,146	71,333,450	79,522,889	86,769,306	96,592,380	
Total	309,719,749	339,540,606	371,292,390	403,976,154	438,600,626	476,321,650	

Source: Governor's Office of Management & Budget Demographic and Economic Projects

10. ENVIRONMENTAL AND INFRASTRUCTURE RESOURCES

1.8. INTRODUCTION

The Draper prison property encompasses approximately 680 acres located within the city of Draper in southern Salt Lake County, approximately 17 miles south of Salt Lake City. The property is generally bordered on the north by 13800 Street South (with an additional parcel located north of Bangerter Highway) and on the south by 14600 Street South. The eastern and western boundaries generally follow Interstate 15 (I-15) and the FrontRunner commuter rail corridor, respectively.

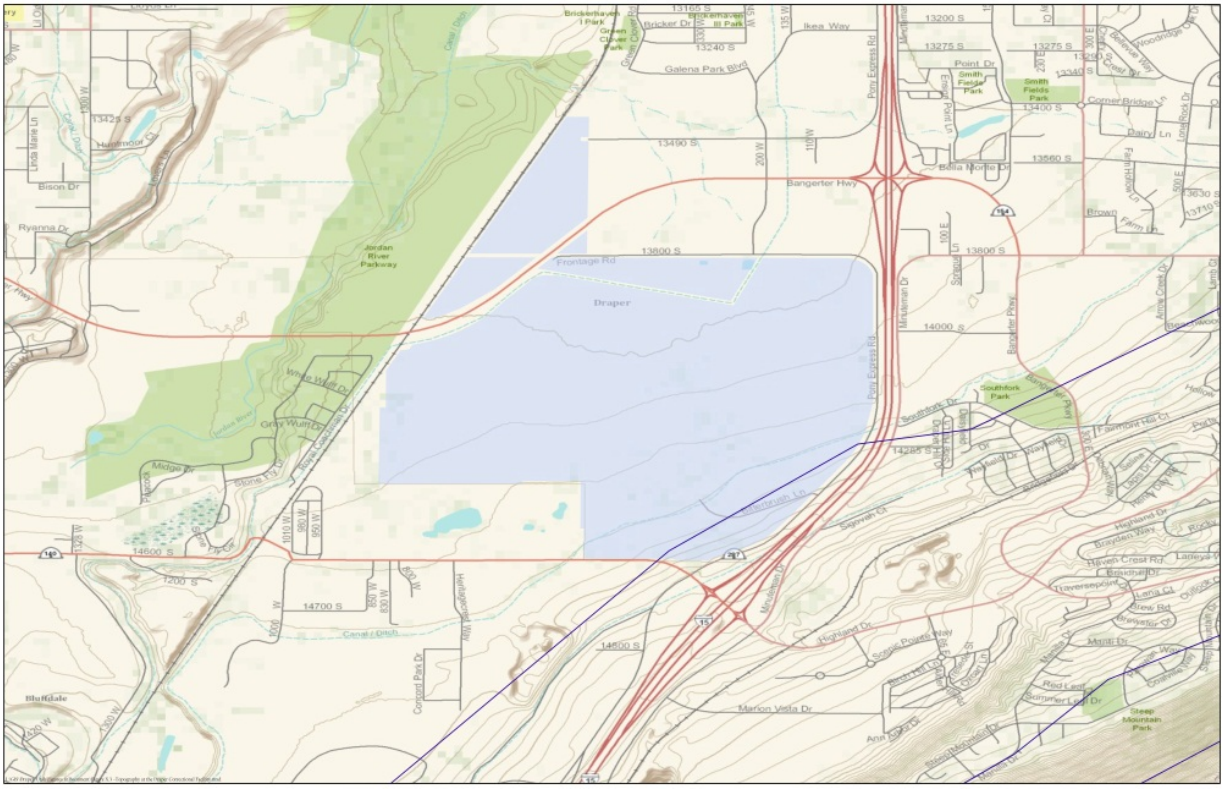
Existing development within the property consists of numerous structures which together constitute the overall prison complex. Prison facilities and supporting infrastructure are generally concentrated within the eastern portion of the property which contains the greatest amount of developed land including buildings housing the women's and juvenile corrections facilities. The men's facility is located in the southern portion of the site. Utility buildings are dispersed through the site, and open fields occupy the western and central areas of the property. The following presents the environmental and infrastructure resources which are known to exist within and around the Draper prison property that individually or collectively influence the redevelopment potential of all or portions of the property.

1.9. ENVIRONMENTAL FEATURES

1.3.20 TOPOGRAPHY

Topography in the vicinity of the Draper prison property is primarily level in areas to the west of I-15, with elevations increasing substantially as one approaches the Wasatch Mountains to the east (Figure 10-1). The property itself is mostly level, with elevations ranging from approximately 4,430 feet above mean sea level (msl) west of I-15 to 4,620 feet above msl east of the freeway, with the lower elevations occurring toward the Salt Lake City irrigation canal. There are no unusual or remarkable topographic features within the property that would limit redevelopment.

FIGURE 10-1: TOPOGRAPHY AT DRAPER CORRECTIONAL FACILITY



Source: ESRI, 2013.

1.3.21 GEOLOGY AND SOILS

Salt Lake County lies within the Basin and Range physiographic province. The underlying geologic formation at the Draper prison property consists of surficial Lake Bonneville deposits of quaternary age consisting of lacustrine sand and gravel or silt and clay (Utah DNR, 2013).

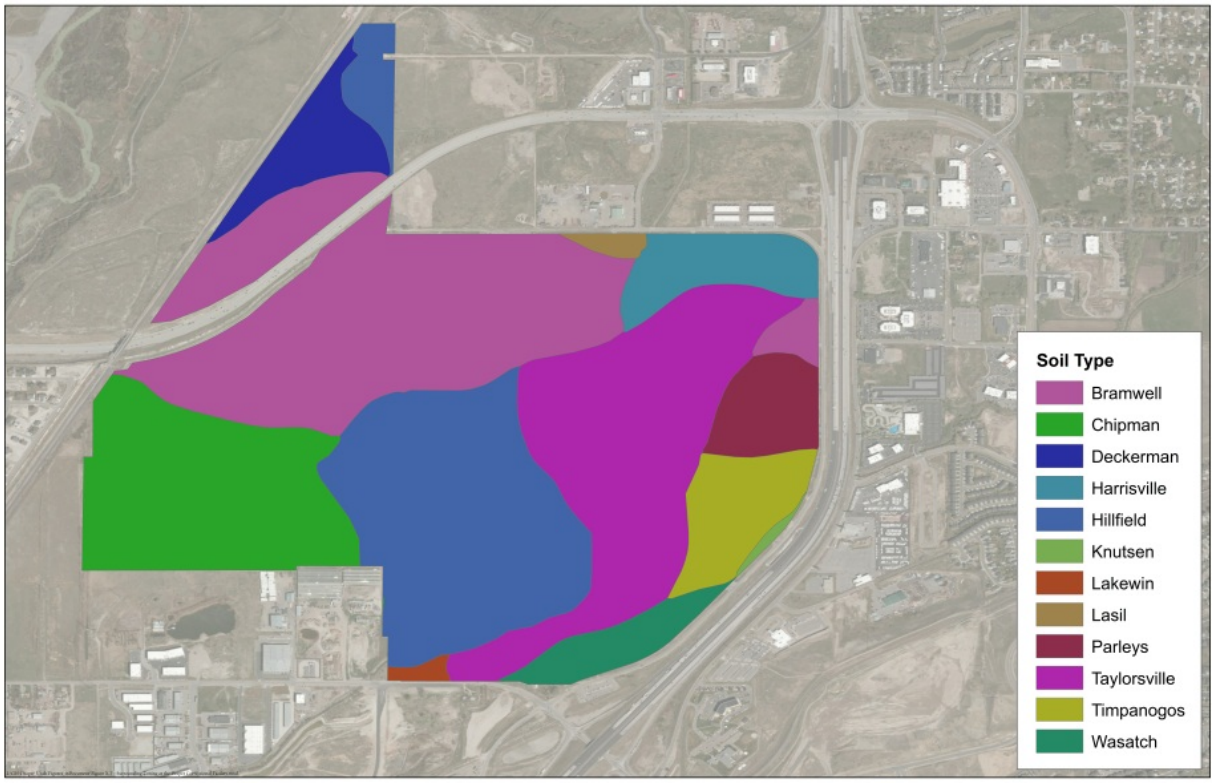
The Draper property is located approximately six miles west of the Wasatch Fault Zone. Based on historical earthquake locations and the recurrence rate of fault ruptures, the U.S. Geological Survey (USGS) has produced seismic hazard maps that show, by contours, earthquake ground motions that have a common probability of being exceeded in a specified time period under specific geological site conditions. The ground motion is expressed as a percentage of the force of gravity (percent g) and is proportional to the hazard faced by a particular type of building. In general, little or no damage can be expected at values less than 10 percent g, moderate damage at 10 to 20 percent g, and major damage at values greater than 20 percent g. Seismic hazards in Salt Lake County (including the Draper property) range from 30 to 80 percent g, having a two percent chance to occur within 50 years (USGS, 2013). Given the relatively high risk of damage from earthquakes, careful consideration of seismic potential and risk will be fundamental to any redevelopment plan for the property.

Soils are the unconsolidated materials overlying bedrock or other parent material. Differences among soil types in terms of their structure, elasticity, strength, shrink-swell potential, and erosion potential affect their abilities to support certain applications or uses. The U.S. Department of Agriculture (USDA),

Natural Resources Conservation Service (NRCS) Web Soil Survey, and the Soil Survey for Salt Lake Area, Utah (NRCS, 2010) indicate that soils at the Draper prison property consist of 12 soil mapping units (Figure 10-2).

Liquefaction special study areas have been identified for the Wasatch Front which indicates the location of several areas of moderate to high liquefaction potential in Salt Lake County. Soil and ground water conditions, as well as earthquake probability, are all taken into consideration when characterizing liquefaction potential. The Draper site is not classified for landslide potential; however, over the northern and western portions of the property the soil liquefaction potential rating is moderate for liquefaction (Utah Geological Survey, 2008). Overall, soil conditions at the Draper prison property are adequate to accommodate future redevelopment, recognizing the need to address liquefaction potential during engineering.

FIGURE 10-2: SOIL TYPES AT DRAPER CORRECTIONAL FACILITY



Source: NRCS 2010.

1.3.22 WATER RESOURCES

1.3.22.1 SITE HYDROLOGY, CANALS AND STORMWATER COLLECTION

The Draper prison property lies within the Jordan sub-basin of the Jordan River Watershed Basin. The Jordan River Watershed Basin is located within the Great Salt Lake Sub-region and spans Salt Lake, Utah, Sanpete, Summit, Juab, and Wasatch counties. The basin contains four sub-basins, including: the Jordan, Provo, Spanish Fork, and Utah Lake sub-basins. The Jordan River Basin also receives an influx of water

through the Central Utah Water Project, which conveys water from the Uinta Mountains to the central part of the state.

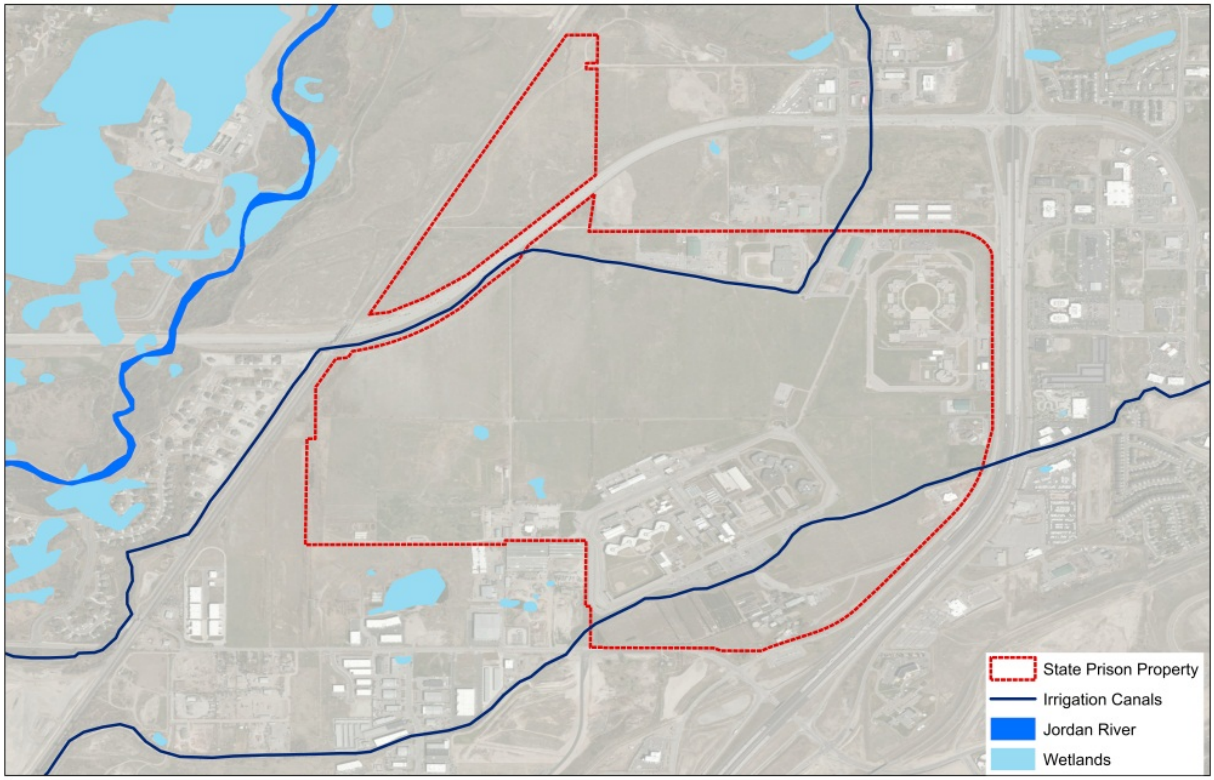
There are no perennial or intermittent streams located within the property itself although two man-made canals (East Jordan Canal and Salt Lake Canal) traverse the northwest and southeastern edges of the property. The Jordan River is located approximately 0.25 miles west of the property and is the largest water feature within a two-mile radius of the property.

1.3.22.2 WETLANDS AND FLOODPLAINS

Wetlands are defined as those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal conditions do support, a prevalence of vegetation typically adapted for life in saturated soil conditions (33 CFR, Part 328.3). Wetlands are identified by three elements: hydrology, hydric soils, and vegetation. Wetlands have been defined by the U.S. Army Corps of Engineers (USACE) and the U.S. Environmental Protection Agency (USEPA), pursuant to Section 404 of the Clean Water Act (CWA) and in Executive Order 11990: Protection of Wetlands. Wetlands are a subset of Waters of the United States (WOUS) and are protected under Section 404 of the CWA. Dredge and fill activities in wetland and WOUS areas are federally regulated through a permit program administered by the USACE pursuant to Section 404 of the CWA.

To ascertain whether potential wetland areas exist on the property, the U.S. Fish and Wildlife Service's online Wetlands Mapper (USFWS 2012a) was consulted. The Wetlands Mapper indicates that two small freshwater emergent wetlands occur at the Draper property (Figure 10-3). These wetlands are located in the western portion of the property and are classified as Palustrine Emergency Seasonally Flooded (known as PEMC), denoting seasonally flooded emergent wetlands of the Palustrine system type. The Palustrine system includes all non-tidal wetlands dominated by trees, shrubs, emergents, mosses, or lichens, and all such wetlands that occur in tidal areas where salinity due to ocean derived salts is below 0.5 ppt.

FIGURE 10-3: HYDROLOGY AT DRAPER CORRECTIONAL FACILITY



Sources: U.S. Fish and Wildlife Service, 2013; U.S. Geographical Survey, 2013.

Under a Memorandum of Understanding (MOU) between the Utah Department of Transportation (UDOT) and the Department of Natural Resources signed in 2004, a section of the Galena property, located west of Bangerter Highway, is being used for wetlands mitigation banking. The USACE issued a permit to UDOT for the establishment of a 25-acre single-user bank as mitigation for wetland impacts resulting from various roadway improvements in the area. The location of this wetland mitigation area should pose no limitation on redevelopment of the Draper prison property.

Floodplains are that part of land where water collects, pools, and flows during the course of natural events and for areas along major streams and waterways are mapped by the Federal Emergency Management Agency (FEMA). FEMA designates floodplains as high-risk areas and officially classifies these areas as A, AE, AH, VE zones. FEMA Map # 49035C 0062G (dated August 2, 2012), indicates that the Draper prison property is located in Zone C, which is an area of low flood risk (Valbridge Free and Associates, 2013).

Overall, the presence of water resources, wetlands, and floodplains at the Draper property and in the surrounding vicinity are not expected to significantly limit the redevelopment potential for the property although the location of the two canals and small wetland areas will need to be accommodated in future redevelopment planning efforts.

1.3.22.3 BIOLOGICAL RESOURCES

The Draper prison property is located within an urban setting. Although small mammals, birds, and other species inhabit the area, the property is not especially well suited to providing habitat for native wildlife. Native grasses and other vegetation, including irrigated landscaping, occur on the site. There are no federal and/or state listed endangered threatened, special concern, proposed, or candidate species habitats known to exist on the site, and no federally or state-listed special status species are anticipated to occur within the property due to the lack of suitable habitat. Redevelopment of the property is not expected to be influenced or limited by biological resources.

1.10. LAND USE AND ZONING

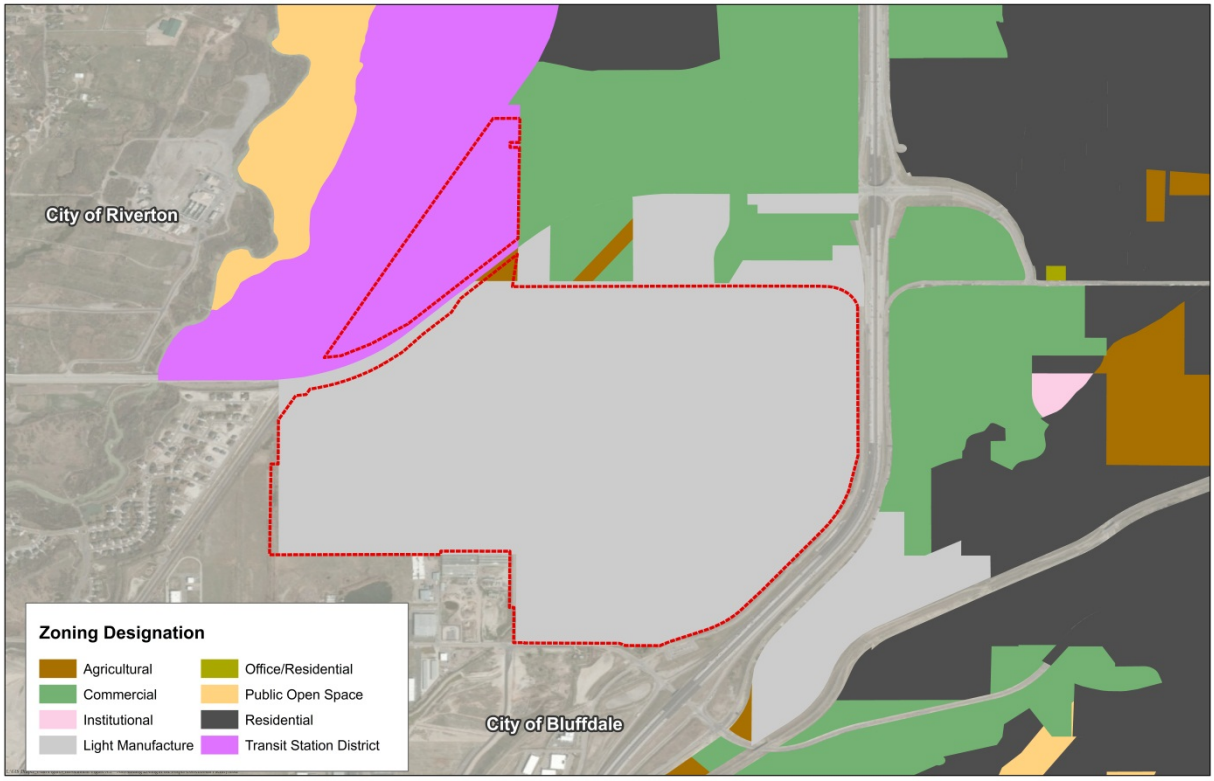
The area surrounding the Draper facility consists largely of residential, commercial, recreational, warehousing, and industrial uses occurring in an urban or urbanizing environment. The general neighborhood immediately surrounding the property is estimated to be approximately 75 percent built out, with land uses close to the correctional facility being primarily industrial and commercial, with some residential developments on the periphery. Land uses immediately adjoining the property to the southwest include warehouses and a commercial florist. The Utah Department of Transportation operates facilities located immediately north of the site.

Official land use designations surrounding the Draper property include: Business/Light Manufacturing; Community/ Neighborhood Commercial; Regional Commercial; Town Center; and Cultural/Institutional. A Sensitive River special use area overlay is located to the west of the site along the Jordan River. In general, application of zoning and general plan regulations has created conformity of land use in and around the Draper prison property.

On-site land uses at the property are officially designated as “Cultural/Institutional” and include those related to state correctional facilities, state juvenile rehabilitation program, and the Utah Department of Corrections Special Operations Response Team. A 150-foot wide power utility right-of-way accommodating several high-voltage transmission lines occupies a portion of the site to the west. Additionally, the site contains a 60.7 acre portion of land owned and operated by the State Forestry Department south of the East Jordan Canal. Cattle grazing is allowed within the central and western portions of the site (for purpose of grass and weed control).

Figure 10-4 illustrates zoning at the site and surrounding vicinity. Land parcels at the site are currently zoned MI and A5, and TSD. M1 (Light Manufacture) zoning allows for light industrial and manufacturing, while A5 (Agricultural) zoning allows for single family dwellings, guest house, residential health care, limited day care, minor utility and agricultural uses. The 68.7 acre UDOT parcel is located to the north of Bangerter Highway and adjoins the FrontRunner railroad tracks, is zoned TSD (Transit Station District) so as to accommodate a future transit station for the FrontRunner commuter rail line. Current land use and zoning at the Draper site and in the surrounding vicinity is compatible with a range of possible future land uses at the site.

FIGURE 10-4: ZONING DESIGNATIONS



Source: City of Draper, 2013.

1.11. CULTURAL RESOURCES

No documented cultural resources exist on the Draper prison property although one archaeologically significant site was identified west of Bangerter Highway near the Jordan River in 2000. This known site covers almost 30 acres along the edge of the bluff for approximately 2500 feet, and contains at least one large hearth feature (Birnie 2000, in Utah DNR 2006). Radiocarbon dating determined the site to be more than 3,000 years old, making it one of the earliest prehistoric sites in Salt Lake Valley and confirming the presence of archaic hunter-gatherers in the region preceding the agronomic Fremont Culture (GOPB 1998, in Utah DNR 2006). This site was evaluated and subsequently deemed eligible for inclusion on the National Register of Historic Places.

While the archaeological site is located on lands previously managed as part of the state correctional facility, it is located on the north side of Bangerter Highway and to the west of the railroad tracks. Because all of the Draper property is now located east of the highway, it does not appear that it includes any potential cultural sites. Redevelopment of the property is not expected to be influenced or limited by cultural resources; however, additional investigations may be necessary to ensure compliance with national and state historic preservation regulations.

1.12. PUBLIC SERVICES AND UTILITIES

Community facilities, including public schools, health care, law enforcement and fire protection, are disbursed throughout the area. Community services are assumed to be adequate at the present time but may need additional resources to accommodate development planned for the property. The availability and capacity of utility systems serving the area is discussed below.

1.3.23 WATER SUPPLY

The Jordan Valley Water Conservancy District (JVWCD) primarily provides wholesale culinary water supply to municipal agencies. Additionally, JVWCD also provides water service to certain retail customers, including the state-owned facilities on the Draper property. As such, the JVWCD acts as the system provider for the Draper prison. JVWCD has total sales of approximately 98,000-acre feet per year, consisting of approximately 50 million gallons per day (mgd) in winter and 200 mgd in summer. JVWCD also anticipates new water supplies becoming available from development of the Central Water Project. These would be delivered to the City of Draper through a 48-inch main and could feed the Draper facility property through an interconnection equipped with a pressure reducing valve (PRV). According to JVWCD representatives, the Central Water Project is anticipated to be completed and operational in the summer of 2015.

The Utah Department of Corrections controls rights to draw groundwater supplies from one well located within the prison property which provides approximately 200 gallons per minute (gpm), which the facility contracts with JVWCD to operate. Two 200,000 and two 400,000 gallon storage tanks exist near the facility, which are interconnected with the city of Draper. These tanks also maintain adequate flow for fire suppression.

JVWCD calculates use rates for the Draper prison using the same method it applies to the city of Draper. At the Draper prison, typical winter demand is approximately 40- to 50-acre feet per month while typical summer demand is approximately 60- to 70-acre feet per month (Packard, 2013) with the addition of irrigation water use. The peak hour demand (6:00 a.m. to 7:00 a.m.) during 2013 was approximately 6,000 gpm. The 24-hour average daily demand is 0.6 mgd. These figures can be used to arrive at a typical per inmate usage rate in gallons per day, which is, assuming an inmate population of 4,000 at the Draper facility, 150 gallons per day.

As noted earlier, two irrigation canals exist within the Draper prison property located along the northern and southern boundaries. The East Jordan Canal flows along the southern side of the site and diverts water from the Jordan River. Draper Irrigation Company has water rights in the East Jordan Canal and provides secondary water to the correctional facility for irrigating areas outside of the secure perimeter via an eight-inch pressurized irrigation main. Although JVWCD holds shares in this canal, it maintains no direct relationship to canal companies. Stormwater at the Draper prison site primarily flows overland to adjacent fields and open areas to the west where the water infiltrates into the ground and evaporates. Stormwater drainage on the southern side of the Draper facility property flows overland or in the facility stormwater collection systems that drain into the East Jordan Canal.

JVWCD is anticipating future growth in the area and has been responding to those needs by increasing its ability to provide additional water supplies. As a result, considerable water supply capacity currently exists in the area. JVWCD is similarly prepared to accommodate expansion or future redevelopment of

the Draper prison site and at this time there appears to be no serious constraints or limitations to the provision of culinary or irrigation water for redevelopment purposes. In the event all or portions of the Draper prison property are no longer used for correctional purposes, the city of Draper would become the new retail consumer and controlling entity. The water currently supplied from JVWCD sources is of good quality and there are no anticipated water quality issues that would limit future development of the property.

1.3.24 WASTEWATER COLLECTION AND TREATMENT

The South Valley Sewer District (SVSD) provides wastewater treatment services over an area of approximately 108 square miles, including six municipalities and several unincorporated areas of Salt Lake County. SVSD currently operates three wastewater treatment plants: the West Jordan Facility with a capacity of 16.2 mgd, the recently constructed Jordan Basin Water Reclamation Facility (located less than one mile from the Draper prison property) with a capacity of 15 mgd and expansion potential for an additional 15 mgd, and the Timpanogas Facility with 0.3 mgd of capacity. According to SVSD representatives, the SVSD service area is approximately 40 percent developed and the majority of the undeveloped is located in the western portion of the service area.

The Draper prison facility currently generates approximately 400,000 to 460,000 gallons of wastewater per day for treatment at the Jordan Basin Water Reclamation Facility. All wastewaters are conveyed via a gravity sewer collection system into an 18-inch main which flows through a facility operated and maintained grinder station and meter. This main then connects to a 36-inch main which runs along 13800 South and across the Jordan River to the Jordan Basin Water Reclamation Facility.

As noted earlier, considerable wastewater collection and treatment capacity currently exists in the area of the Draper prison property and there are generally few constraints or limitations to the continued provision of wastewater treatment services. SVSD representatives indicated that as long as future wastewater flow composition resulting from development at the Draper prison property remains similar to that generated today, it is capable of accommodating the projected growth within the region. Constraints and/or limitations on wastewater discharges may be placed on future developments if those discharges would result in unusually high volumes of flow and/or concentrated discharges, such as resulting from food processing, heavy industries, and other activities.

1.3.25 ELECTRIC POWER, NATURAL GAS, AND GEOTHERMAL RESOURCES

Electrical service is provided to the Draper correctional facility by the Rocky Mountain Power Company via a substation located at the northeastern corner of the original prison site. The correctional facility maintains 46kV and 12470V primary electrical power throughout the site over a dual side-by-side system to provide redundancy in electrical power. Individual standby generators are also distributed throughout the site.

Heat to satisfy 350,000 square feet of buildings is provided by natural gas-fired boilers supplied by a six-inch high-pressure natural gas line and supplemented with geothermal heat obtained from a recently upgraded well at the site. The geothermal system is used to pre-heat water circulating through the boilers. The geothermal system installed under the Energy Savings Contract Program (ESCD) is currently in the ninth year of a contract with Johnson Controls and is approaching the end of the payback period. Return on investment has been lower than originally anticipated and there have been system

operational and maintenance issues resulting from the caustic well water. Approximately 11 years remain on the $12 million loan that financed the installation of the geothermal system.

1.13. TRANSPORTATION SYSTEMS

1.3.26 MAJOR ROADWAYS

I-15 (north/south) and I-80 (east/west) are the primary transportation corridors in the region and intersect in Salt Lake City. These routes are augmented by I-84 (an east/west link between I-80 at Echo Junction and I-15 at Ogden) and I-70, which extends east from I-15 near Cedar City through the east-central portion of the state.

The Draper prison property is accessed via several major regional roadways. Primary access and arteries within the subject neighborhood include I-15, Utah's primary north/south corridor; Bangerter Highway, Salt Lake County's western belt route; State Street, Salt Lake County's historic north/south corridor; Redwood Road, Salt Lake County's historic west side corridor; and the Mountain View Corridor, a newly constructed southwest belt route.

Access is provided primarily from 14600 South and the I-15 Frontage Road on the south, as well as 200 West from Bangerter Highway on the north. Roads at the site also include a Frontage Road along Bangerter Highway at the northern boundary alongside the Salt Lake City Canal.

1.3.27 TRANSIT SYSTEMS

The Utah Transit Authority (UTA) operates scheduled bus routes throughout the Wasatch Front region, in addition to light-rail (TRAX) and commuter rail (FrontRunner) systems. FrontRunner is UTA's premium commuter rail service, spanning 89 miles along the Wasatch Front with 16 stations. Each station maintains connections to UTA's bus system and park and ride lots with the nearest station to the property located approximately one mile to the north on Golden Harvest Road which is served by the 526 bus line. The TRAX light-rail network includes a 16-mile mainline that runs from the Salt Lake Intermodal Center to Sandy, with spur line extensions that connect to the University of Utah, West Valley Civic Center, and Daybreak community in West Jordan. Two additional spur lines extend service to Salt Lake International Airport and Draper.

11. MARKET FORCES AND ECONOMIC CONDITIONS INFLUENCING DEVELOPMENT

1.14. INTRODUCTION

This chapter describes the baseline conditions and trends in the Salt Lake City and County region that will drive the market demand for use of the redeveloped Draper prison site. In particular, this chapter assesses the growth and regional absorption of key sectors, including; office, commercial and retail, and residential housing. This assessment is then used to estimate the extent to which each of those sectors would use land area in the proposed redeveloped site.

1.15. LIGHT INDUSTRIAL/MANUFACTURING/WAREHOUSING

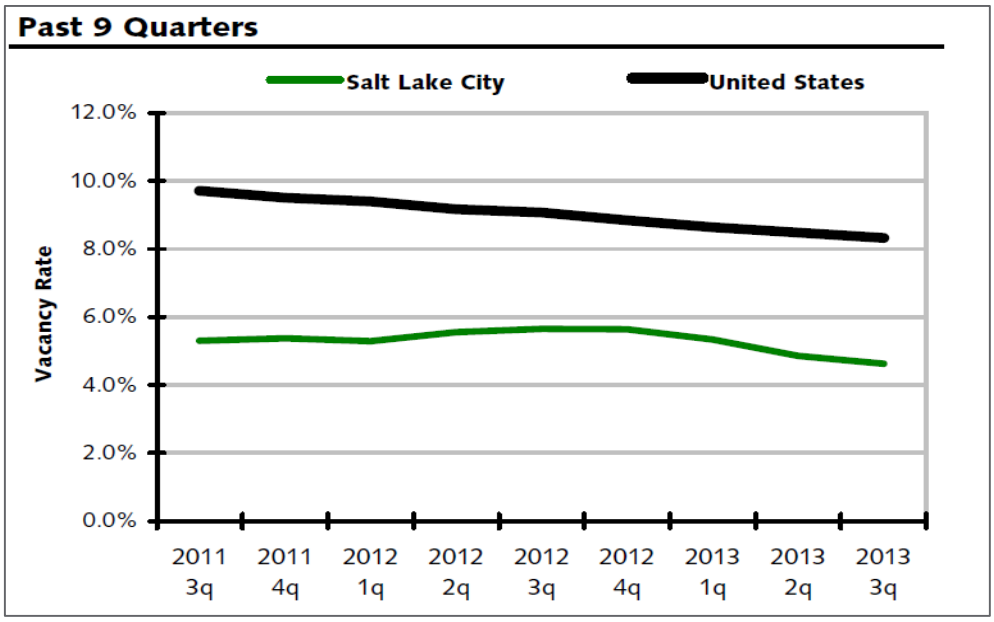
Vacancy rates for the industrial market in Salt Lake City decreased in 2013 to 4.6 percent by the third quarter, with net absorption totaling positive 925,049 square feet in the third quarter. However, vacant sublease space increased in the quarter, ending the quarter at 211,068 square feet. Rental rates however increased in the third quarter to a rate of $4.72. One new building was delivered to the market in the quarter totaling 484,500 square feet, with 71,283 square feet still under construction.

1.3.28 ABSORPTION

Net absorption for the overall Salt Lake City Industrial market has shown fairly steady increase throughout 2013, with 925,049 square feet in the third quarter 2013, compared to 643,572 square feet in the first quarter 2013, and 486,154 square feet in the fourth quarter 2012. The largest move from a large block of space in 2013 was Sun Products moving out of 145,889 square feet at the McClane Building. Tenants moving into large blocks of space in 2013 include: Sun Products moving into Landmark 9 (484,547 square feet), Beijer Electronics moving into CentrePointe Business Park - Building A (54,428 square feet), and Fresenium MFG moving into Business Depot Ogden - Building 14A (944,548 square feet). The flex building market recorded net absorption of positive 356,540 square feet in the third quarter 2013, compared to negative 88,454 in the fourth quarter 2012. The warehouse building market experienced a steady rate of net absorption, reaching 568,509 square feet in the third quarter 2013 compared to 574,608 square feet in the fourth quarter 2012.

Industrial vacancy in the Salt Lake County market is lower than the U.S. average, as shown in Figure 11-1. The Industrial vacancy rate in the Salt Lake City market area decreased to 4.6 percent at the end of the third quarter 2013, signaling rebounding demand. This demonstrated an overall decrease of about 1.0 percent from 2012 to 2013. The vacancy rate was 4.9 percent at the end of the second quarter 2013, 5.3 percent at the end of the first quarter 2013, and 5.6 percent at the end of the fourth quarter 2012.

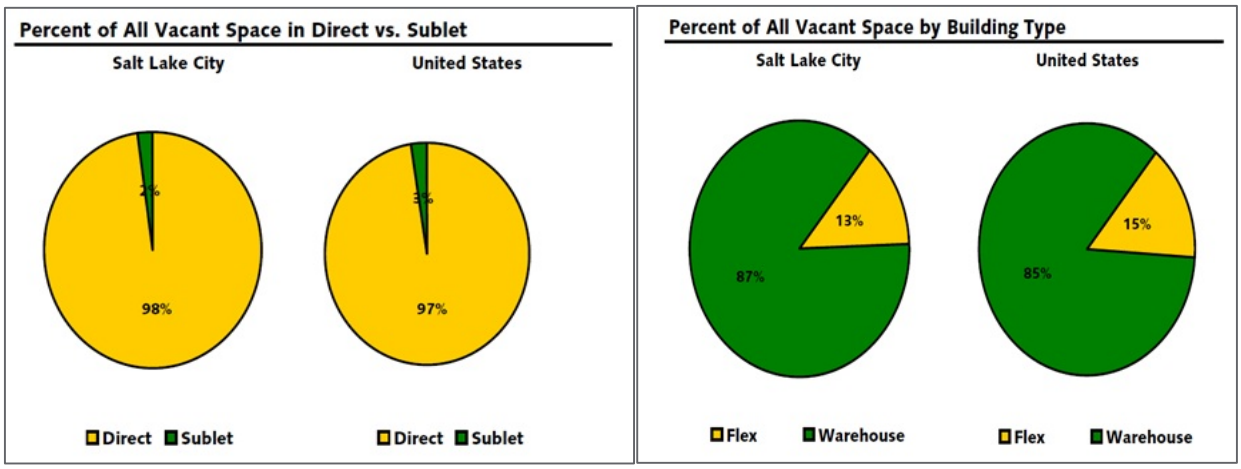
FIGURE 11-1: U.S. VACANCY COMPARISON:
LIGHT INDUSTRIAL, MANUFACTURING, AND WAREHOUSE SPACE



Source: Jones Lang LaSalle, 2014.

Flex projects, which account for 13 percent of all vacant space in Salt Lake County, demonstrated a steady decline from the end of 2012 to the third quarter of 2013, from 7.8 percent to 5.4 percent, respectively (Figure 11-2). The first quarter of 2013 reported 7.3 percent and decreased to 6.9 percent by the end of the second quarter. Overall, flex space accounts for warehouse projects reported a vacancy rate of 4.5 percent at the end of the third quarter 2013, 4.6 percent at the end of second quarter 2013, 5.1 percent at the end of the first quarter 2013, and 5.4 percent at the end of the fourth quarter 2012.

FIGURE 11-2: SHARE OF VACANT SPACE BY SPACE AND BUILDING TYPE



Source: Jones Lang LaSalle, 2014.

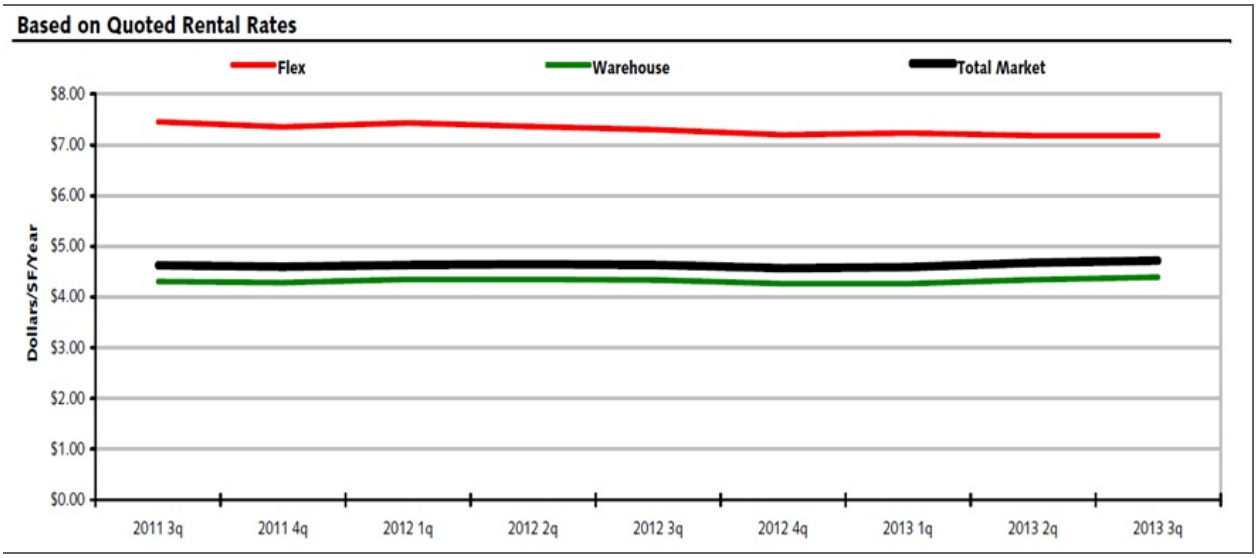
1.3.29 LARGEST LEASE SIGNINGS

The largest lease signings occurring in 2013 included: the 686,819 square foot lease signed by Overstock.com, Inc. at Landmark 4 in the West Valley market; the 173,048 square foot deal signed by 1-800 Contacts at Landmark 2 in the West Valley market; and the 161,656 square foot lease signed by Twin Laboratories Inc. at Twinlab in the Utah County market.

1.3.30 RENTAL RATES

Rental rates for industrial space in the Salt Lake County market have been stable for both warehouse and flex space (Figure 11-3). The average quoted asking rental rate for available Industrial space was $4.72 per square foot per year at the end of the third quarter 2013 in the Salt Lake City market area. This represented a 0.9 percent increase in quoted rental rates from the end of the second quarter 2013, when rents were reported at $4.68 per square foot. The average quoted rate within the Flex sector was $7.18 per square foot at the end of the third quarter 2013, while Warehouse rates stood at $4.39. At the end of the second quarter 2013, flex rates were $7.18 per square foot, and Warehouse rates were $4.34.

FIGURE 11-3: HISTORICAL RENTAL RATES



Source: Jones Lang LaSalle, 2014.

1.3.31 DELIVERIES AND CONSTRUCTION

While the number of buildings being completed in the Salt Lake City market area increased in the second half of 2013, it is based on a square footage construction calculation. Four buildings (totaling 123,300 square feet) were constructed in the second quarter of 2013 compared to one building (484,500 square feet) being constructed in the third quarter. In the first quarter of 2013, two buildings were constructed totaling 7,144 square feet, a decrease from the four buildings completed in the fourth quarter of 2012 (totaling 488,722 square feet).

There were 71,283 square feet of industrial space under construction at the end of the third quarter 2013. Some of the notable 2013 deliveries include:

- Landmark 9: A 484,500 square foot facility delivered in the third quarter 2013 (currently 100 percent occupied;
- 14944 S Pony Express Road: A 65,000 square foot building delivered in the second quarter 2013 (currently 100 percent occupied);
- Pinnacle at East Lake Geneva: A 63,283 square foot building (0 percent of its space pre-leased); and
- 6375 Silver Creek Drive: An 8,000 square foot facility (100 percent pre-leased).

1.3.32 INVENTORY

Total industrial inventory in the Salt Lake City market area amounted to 211,677,902 square feet in 7,401 buildings at the end of the third quarter 2013. The Flex sector consisted of 24,337,332 square feet in 1,224 projects while the Warehouse sector consisted of 187,340,570 square feet in 6,177 buildings. Within the Industrial market there were 609 owner-occupied buildings. Table 11-4 provides detailed inventory information from 2006 through the third quarter of 2013.

TABLE 11-4: TOTAL INDUSTRIAL MARKETS STATISTICS

Period	Existing Inventory		Vacancy			Net Absorption	Deliveries		UC Inventory		Quoted Rates
	# Blds	Total RBA	Direct SF	Total SF	Vac %		# Blds	Total RBA	# Blds	Total RBA	
2013 3q	7,401	211,677,902	9,591,841	9,802,909	4.6%	925,049	1	484,500	2	71,283	$4.72
2013 2q	7,400	211,193,402	10,081,818	10,243,458	4.9%	1,136,055	4	123,300	1	484,500	$4.68
2013 1q	7,396	211,070,102	11,098,604	11,256,213	5.3%	643,572	2	7,144	5	607,800	$4.59
2012 4q	7,394	211,062,958	11,710,797	11,892,641	5.6%	486,154	4	488,722	5	596,644	$4.57
2012 3q	7,390	210,574,236	11,697,364	11,890,073	5.6%	942,393	6	1,211,376	8	1,045,366	$4.63
2012 2q	7,384	209,362,860	11,428,381	11,621,090	5.6%	(167,735)	5	395,232	11	2,184,598	$4.65
2012 1q	7,379	208,967,628	11,004,643	11,058,123	5.3%	304,861	4	153,331	14	2,491,830	$4.64
2011 4q	7,375	208,814,297	11,122,173	11,209,653	5.4%	751,164	3	940,900	11	1,056,563	$4.60
2011 3q	7,372	207,873,397	10,949,237	11,019,917	5.3%	134,362	2	598,875	10	1,950,713	$4.62
2011 2q	7,371	207,275,947	10,521,349	10,556,829	5.1%	271,761	1	225,000	6	1,632,106	$4.59
2011 1q	7,370	207,050,947	10,536,940	10,603,590	5.1%	1,638,988	4	284,657	6	1,764,775	$4.58
2010	7,368	206,906,986	12,021,937	12,098,617	5.8%	359,821	22	280,951	8	1,644,432	$4.67
2009	7,348	206,900,906	12,303,744	12,452,358	6.0%	(325,697)	60	3,085,946	14	197,305	$4.80
2008	7,291	204,088,137	9,170,471	9,313,892	4.6%	2,509,521	130	4,947,047	47	2,318,630	$5.55
2007	7,165	199,301,322	6,965,476	7,036,598	3.5%	7,450,694	124	5,296,817	98	4,106,650	$5.31
2006	7,041	194,004,505	8,916,529	9,190,475	4.7%	4,280,214	102	5,111,694	99	4,674,896	$5.41

Source: Jones Lang LaSalle, 2014.

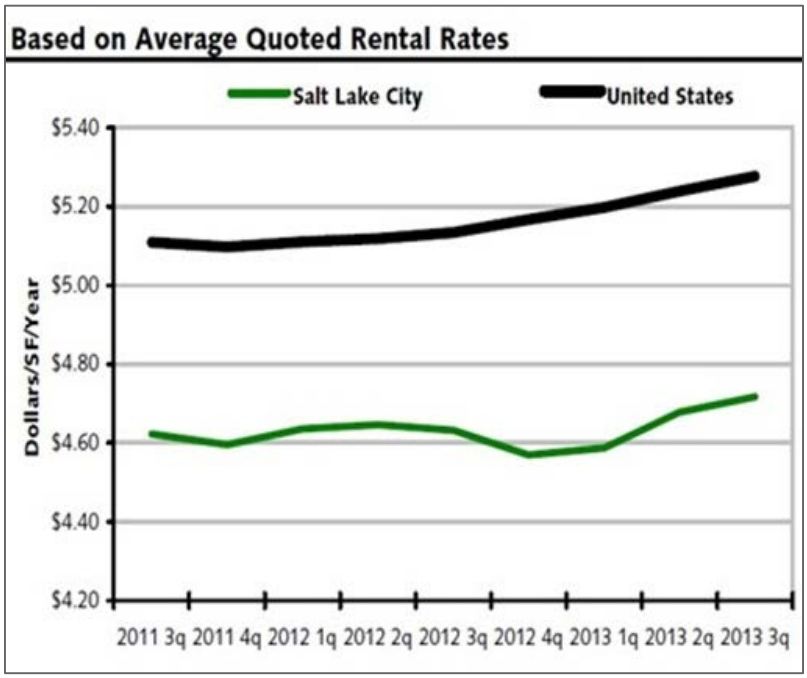
1.3.33 OUTLOOK

1.3.33.1 MARKET CONDITIONS

- Utah was named Forbes' Best State for Business for a third straight year. This is due to companies benefiting from energy costs that are 29 percent below the national average. Also, Utah's economy has expanded at 2.3 percent annual growth rate over the past five years.

- Due to large demand for Class A bulk distribution rental rates increasing (Figure 11-5). Flex space demand is increasing and rents are starting to increase accordingly.
- Freeport West and Price Realty Group have been active with speculative construction and their risk-taking is being rewarded. They have 1.4 million square feet of recently completed stock that was 70 percent pre-leased upon delivery.
- There is minimal industrial land remaining within the Salt Lake Valley. The Great Salt Lake to the west and the Wasatch Mountains to the east limit the amount of land that can be developed.
- Class A space is still in short supply relative to demand. Additionally, tenant requirements and distribution/retail channel shifts are increasingly demanding tailored building specifications resulting in an optimistic outlook for industrial development within Utah. Investor confidence is at a record high, with major developers having staked their land positions.
- Construction is expected to continue leading market activity due in part to comparative replacement costs, functional obsolescence, and tightening Class A availabilities. More than 2.5 million square feet of development is anticipated to begin within the next 6 to 12 months.

FIGURE 11-5: U.S. RENTAL RATE COMPARISON



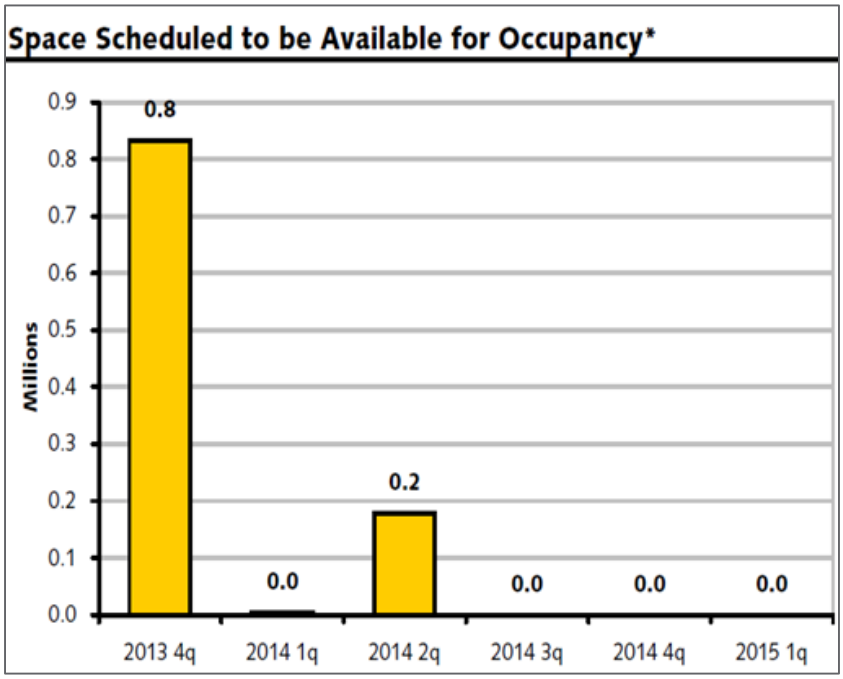
Source: Jones Lang LaSalle, 2014.

1.3.33.2 OUTLOOK

- Strong employment growth and recovery in the housing market has been steady over the last few quarters but has yet to fully translate into increased demand for industrial product.
- Leasing volumes will continue to accelerate in 2014 as confidence continues to strengthen (Figure 11-6).

- In order to receive more competitive lease economics, tenants in the market are starting to become more willing to enter into longer-term leases.
- Investment sales activity is at its peak since the recession and will continue during 2014.

FIGURE 11-6: FUTURE SPACE AVAILABLE



Source: Jones Lang LaSalle, 2014.

1.16. COMMERCIAL OFFICE / RETAIL

The Salt Lake City office market ended the third quarter 2013 with a vacancy rate of 7.1 percent. The vacancy rate was up over the previous quarter, with net absorption totaling negative (73,352) square feet in the third quarter. Vacant sublease space decreased in the quarter, ending the quarter at 122,333 square feet. Rental rates ended the third quarter at $17.15, a decrease over the previous quarter. A total of two buildings delivered to the market in the quarter totaling 154,000 square feet, with 1,072,558 square feet still under construction at the end of the quarter.

1.3.34 ABSORPTION

In the third quarter of 2013, more companies in the overall Salt Lake City office market were downsizing than expanding. This was demonstrated by a net absorption of negative 73,352 square feet in the third quarter 2013. In previous quarters, more companies were expanding and leasing more space, but the overall trend from 2012 to 2013 was a decline in office market sub-leasing. Salt Lake City had a positive 765,698 square feet absorption in the fourth quarter, followed by positive 235,964 square feet and 310,421 square feet in the first and second quarters of 2013, respectively. Tenants moving into large blocks of space in 2013 include: General Dynamics Information Technology, Inc. moving into 131,703 square feet at 8475 S. Sandy Parkway; Neumont University moving into 60,800 square feet at 137 S. Main Street; and AccessData moving into 46,376 square feet at 588 W. Lindon Park Circle.

The Class-A office market recorded net absorption of positive 89,050 square feet in the third quarter 2013, compared to negative 96,527 square feet in the second quarter 2013, positive 46,947 in the first quarter 2013, and positive 532,007 in the fourth quarter 2012. The Class-B office market recorded net absorption of negative 137,886 square feet in the third quarter 2013, compared to positive 297,394 square feet in the second quarter 2013, positive 81,585 in the first quarter 2013, and positive 249,863 in the fourth quarter 2012. The Class-C office market recorded net absorption of negative (24,516) square feet in the third quarter 2013 compared to positive 109,554 square feet in the second quarter 2013, positive 107,432 in the first quarter 2013, and negative 16,172 in the fourth quarter 2012.

The Central Business District (CBD) and the suburban markets in Salt Lake City both saw downsizing of companies and a decline in sub-leasing in the third quarter of 2013. Net absorption for CBD was negative 19,790 square feet in the third quarter 2013. That compares to negative 22,421 square feet in the second quarter 2013, negative 16,232 square feet in the first quarter 2013, and positive 94,820 square feet in the fourth quarter 2012. Net absorption for the suburban markets was negative 53,562 square feet in the third quarter 2013. That compares to positive 332,842 square feet in second quarter 2013, positive 252,196 in the first quarter 2013, and positive 670,878 in the fourth quarter 2012.

1.3.35 VACANCY

The office vacancy rate in the Salt Lake City market area increased to 7.1 percent at the end of the third quarter 2013, a slight increase of 0.2 percent from previous quarters. The vacancy rate was 6.9 percent at the end of the second quarter 2013, 6.9 percent at the end of the first quarter 2013, and 6.9 percent at the end of the fourth quarter 2012. Class-A projects reported a vacancy rate of 6.8 percent at the end of the third quarter 2013, 6.6 percent at the end of the second quarter 2013, 5.4 percent at the end of the first quarter 2013, and 5.6 percent at the end of the fourth quarter 2012.

Class-B projects reported a vacancy rate of 7.3 percent at the end of the third quarter 2013, 7.1 percent at the end of the second quarter 2013, 7.3 percent at the end of the first quarter 2013, and 7.0 percent at the end of the fourth quarter 2012. Class-C projects reported a vacancy rate of 6.5 percent at the end of the third quarter 2013, 6.3 percent at the end of second quarter 2013, 7.2 percent at the end of the first quarter 2013, and 8.1 percent at the end of the fourth quarter 2012.

The overall vacancy rate in Salt Lake City's CBD at the end of the third quarter 2013 increased to 11.6 percent compared to previous quarters. The vacancy rate was 11.4 percent at the end of the second quarter 2013, 11.1 percent at the end of the first quarter 2013, and 11.0 percent at the end of the fourth quarter 2012. The vacancy rate in the suburban markets increased to 6.5 percent in the third quarter 2013 compared to previous quarters. The vacancy rate was 6.3 percent at the end of the second quarter 2013, 6.3 percent at the end of the first quarter 2013, and 6.4 percent at the end of the fourth quarter 2012.

1.3.36 LARGEST LEASE SIGNINGS

The largest lease signings occurring in 2013 included the following:

- 131,751-square-foot lease signed by General Dynamics Information Technology, Inc. at 8475 S. Sandy Parkway in the South Valley market;
- 44,252-square-foot deal signed by L-3 Communications at 560 N. 2200 West in the West Valley market; and

- 40,000-square-foot lease signed by CaptionCall at Sorenson Research Park - Building 8 in the Central Valley market.

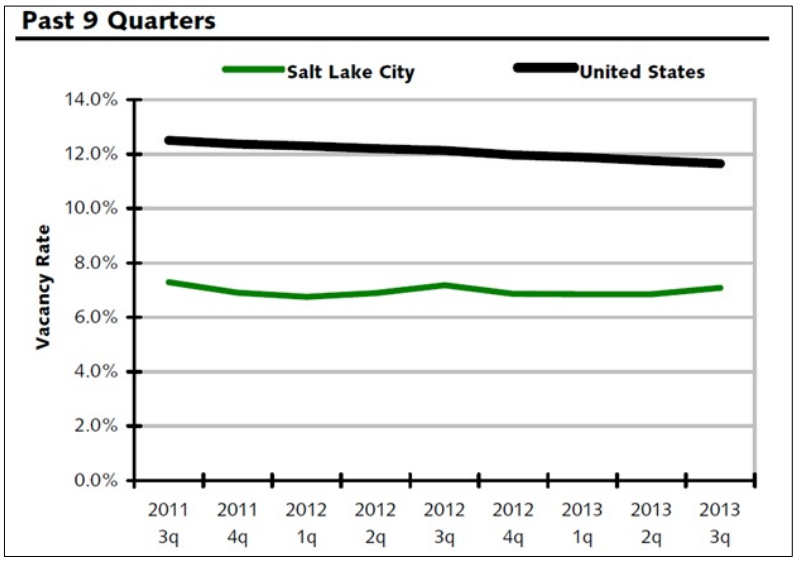
1.3.37 SUBLEASE VACANCY

The amount of vacant sublease space in the Salt Lake City market decreased by approximately 15 percent (Figure 11-7); from 144,125 square feet at the end of the second quarter in 2013 to 122,333 square feet by the end of the third quarter in 2013. There were 81,048 square feet vacant at the end of the first quarter 2013 and 81,688 square feet at the end of the fourth quarter 2012.

Salt Lake City's Class-A projects reported vacant sublease space of 33,273 square feet at the end of third quarter 2013, down from the 43,312 square feet reported at the end of the second quarter 2013. There were 31,194 square feet of sublease space vacant at the end of the first quarter 2013, and 42,646 square feet at the end of the fourth quarter 2012. Class-B projects reported vacant sublease space of 82,697 square feet at the end of the third quarter 2013, down from the 94,306 square feet reported at the end of the second quarter 2013. At the end of the first quarter 2013 there were 45,038 square feet, and at the end of the fourth quarter 2012 there were 36,417 square feet vacant. Class-C projects reported decreased vacant sublease space from the second quarter 2013 to the third quarter 2013. Sublease vacancy went from 6,507 square feet to 6,363 square feet during that time. There were 4,816 square feet at the end of the first quarter 2013, and 2,625 square feet at the end of the fourth quarter 2012.

Sublease vacancy in Salt Lake City's CBD stood at 10,411 square feet at the end of the third quarter 2013. It was 27,079 square feet at the end of the second quarter 2013, 11,780 square feet at the end of the first quarter 2013, and 11,405 square feet at the end of the fourth quarter 2012. Sublease vacancy in the suburban markets ended the third quarter 2013 at 111,922 square feet. At the end of the second quarter 2013 sublease vacancy was 117,046 square feet, was 69,268 square feet at the end of the first quarter 2013, and was 70,283 square feet at the end of the fourth quarter 2012.

FIGURE 11-7: U.S. VACANCY COMPARISON – OFFICE SPACE



Source: Jones Lang LaSalle, 2014.

1.3.38 RENTAL RATES

The average quoted asking rental rate for available office space, all classes, was $17.15 per square foot per year at the end of the third quarter 2013 in the Salt Lake City market area. This represented a 1.9 percent decrease in quoted rental rates from the end of the second quarter 2013, when rents were reported at $17.49 per square foot. The average quoted rate within the Class-A sector was $22.97 at the end of the third quarter 2013, while Class-B rates stood at $16.15, and Class-C rates at $12.45. At the end of the second quarter 2013, Class-A rates were $23.73 per square foot, Class-B rates were $16.40, and Class-C rates were $12.41. The average quoted asking rental rate in Salt Lake City's CBD was $20.46 at the end of the third quarter 2013, and $16.65 in the suburban markets. In the second quarter 2013, quoted rates were $20.32 in the CBD and $17.06 in the suburbs.

1.3.39 DELIVERIES AND CONSTRUCTION

During the third quarter 2013, two buildings totaling 154,000 square feet were completed in the Salt Lake City market area. This compares to five buildings totaling 344,166 square feet that were completed in the second quarter 2013, seven buildings totaling 232,282 square feet completed in the first quarter 2013, and 535,605 square feet in four buildings completed in the fourth quarter 2012. There were 1,072,558 square feet of office space under construction at the end of the third quarter 2013.

Some of the notable 2013 deliveries include Thanksgiving Park - Building 4, a 144,000-square-foot facility that delivered in third quarter 2013 and is now 45 percent occupied, and The Pointe - Building VI, a 120,000-square-foot building that was delivered in the second quarter 2013 and is now 37 percent occupied. The largest projects underway at the end of third quarter 2013 were the Federal Courthouse Building, a 368,000-square-foot building with 100 percent of its space pre-leased, and 101 Tower, a 144,000-square-foot facility that is 44 percent pre-leased.

1.3.40 INVENTORY

Total office inventory in the Salt Lake City market area amounted to 87,453,240 square feet in 4,325 buildings by the end of the third quarter in 2013. The Class-A office sector consisted of 20,114,956 square feet in 173 projects. There were 2,591 Class-B buildings totaling 55,251,857 square feet, and the Class-C sector consisted of 12,086,427 square feet in 1,561 buildings. Within the office market there were 178 owner-occupied buildings accounting for 5,947,512 square feet of office space.

1.3.41 OUTLOOK

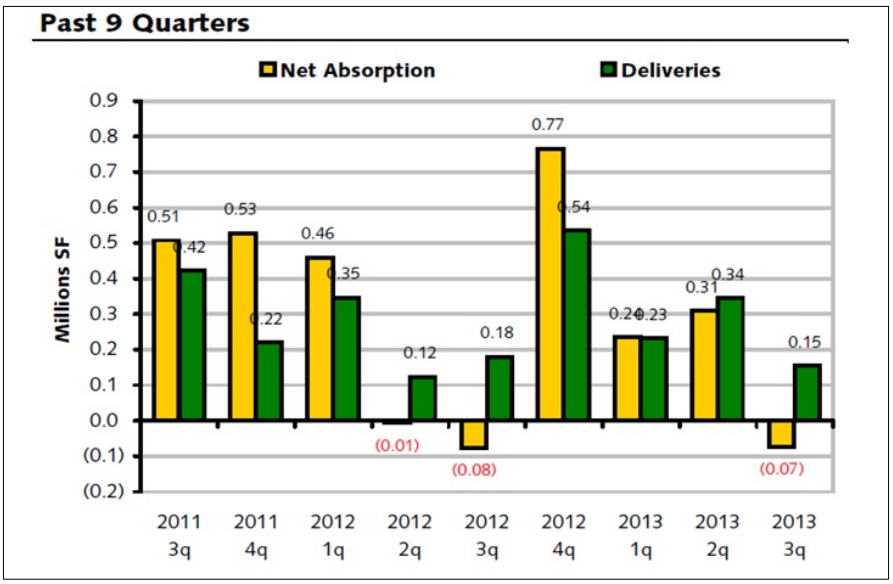
Positive absorption will continue through 2014. This absorption will continue to outpace new construction which will put downward pressure on vacancy rates. With activity on the rise, landlords will gain the upper hand in negotiations and tenants will see a decrease in concessions and free rent.

The Salt Lake City retail market did not experience much change in market conditions in the third quarter 2013. The vacancy rate went from 4.3 percent in the previous quarter to 4.4 percent in the current quarter. Net absorption was negative 84,635 square feet, and vacant sublease space decreased by 23,449 square feet. Quoted rental rates increased from second quarter 2013 levels, ending at $12.81 per square foot per year. A total of four retail buildings with 59,886 square feet of retail space were delivered to the market in the quarter, with 211,249 square feet still under construction at the end of the quarter.

1.3.42 NET ABSORPTION

Retail business in Salt Lake City were downsizing in the third quarter of 2013, as demonstrated with a net absorption of negative 84,635 square feet, compared to positive 173,756 square feet in second quarter of 2013 and 162, 451 square feet in the first quarter of 2012 (Figure 11-8). In the fourth quarter 2012, positive 1,082,311 square feet was absorbed in the market. Tenants moving out of large blocks of space in 2013 include: C-A-L Ranch Store moving out of 38,333 square feet at 675 S. 500 East; and Energy Solutions vacating 38,021 square feet at 433 W. Broadway. Tenants moving into large blocks of space in 2013 include: H&M moving into 23,760 square feet at Station Park – Building J; Bargain Pawn & Gun moving into 14,696 square feet at 1001 N. State Street; and AFC Health Care moving into 11,895 square feet at Parvenue Plaza.

FIGURE 11-8: ABSORPTION AND DELIVERIES



Source: Jones Lang LaSalle, 2014.

1.3.43 VACANCY

Salt Lake City's retail vacancy rate increased in the third quarter 2013, ending the quarter at 4.4 percent. Over the past four quarters, the market has seen an overall decrease in the vacancy rate, with the rate going from 4.5 percent in the fourth quarter 2012 to 4.4 percent at the end of the first quarter 2013, 4.3 percent at the end of the second quarter 2013, to 4.4 percent in the current quarter. The amount of vacant sublease space in the Salt Lake City market has steadily declined over the past four quarters. At the end of the fourth quarter 2012, there were 106,887 square feet of vacant sublease space. Currently, there are 94,539 square feet vacant in the market.

1.3.44 LARGEST LEASE SIGNINGS

The largest lease signings occurring in 2013 included: the 55,048-square-foot-lease signed by C-A-L Ranch Store at 175 NW State Road; the 42,059-square-foot-deal signed by Walmart at 2255 N. University Parkway; and the 23,760-square-foot-lease signed by H&M at Station Park - Building J.

1.3.45 RENTAL RATES

Average quoted asking rental rates in the Salt Lake City retail market are marginally up over the previous quarter, and up from their levels four quarters ago. Quoted rents ended the third quarter 2013 at $12.81 per square foot per year. That compares to $12.79 per square foot in the second quarter 2013, and $12.80 per square foot at the end of the fourth quarter 2012. This represents a 0.2 percent increase in rental rates in the current quarter, and a 0.1 percent increase from four quarters ago.

1.3.46 INVENTORY AND CONSTRUCTION

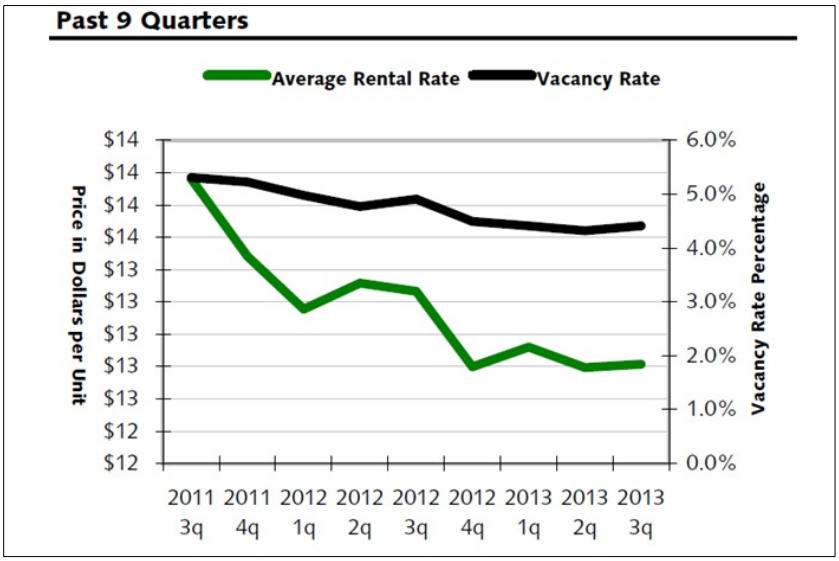
During the third quarter 2013, four buildings totaling 59,886 square feet were completed in the Salt Lake City retail market. Over the past four quarters, a total of 793,236 square feet of retail space has been built in Salt Lake City. In addition to the current quarter, four buildings with 58,105 square feet were completed in second quarter 2013, four buildings totaling 64,430 square feet completed in first quarter 2013, and 610,815 square feet in nine buildings completed in fourth quarter 2012. There were 211,249 square feet of retail space under construction at the end of the third quarter 2013. Some of the notable 2013 deliveries include: Station Park - Building D, a 36,750-square-foot facility that delivered in second quarter 2013 and is now 0 percent occupied, and Station Park - Building C, a 32,373-square-foot building that delivered in first quarter 2013 and is now 0 percent occupied. Total retail inventory in the Salt Lake City market area amounted to 124,585,748 square feet in 9,981 buildings and 896 centers as of the end of the third quarter 2013.

1.3.47 SHOPPING CENTERS

The Shopping Center market in Salt Lake City currently consists of 856 projects with 40,961,974 square feet of retail space in 1,891 buildings. In this report, the Shopping Center market is comprised of all Community Center, Neighborhood Center, and Strip Centers. After absorbing (37,892) square feet and delivering 6,460 square feet in the current quarter, the Shopping Center sector saw the vacancy rate go from 5.2 percent at the end of the second quarter 2013 to 5.3 percent in the third quarter. Over the past four quarters, the Shopping Center vacancy rate has gone from 5.5 percent at the end of the fourth quarter 2012, to 5.3 percent at the end of the first quarter 2013, to 5.2 percent at the end of the second quarter 2013, and finally to 5.3 percent at the end of the third quarter. Rental rates ended the third quarter 2013 at $12.97 per square foot, up from $12.79 at the end of second quarter 2013. Rental rates have trended down over the past year, going from $13.63 per square foot a year ago to their current levels.

Net absorption in the Shopping Center sector has totaled 536,748 square feet over the past four quarters. In addition to the negative 37,892 square feet absorbed this quarter, positive 48,555 square feet was absorbed in the second quarter 2013, positive 90,362 square feet was absorbed in the first quarter 2013, and positive 435,723 square feet was absorbed in the fourth quarter 2012 (Figure 11-9).

FIGURE 11-9: VACANCY AND RENT – SHOPPING CENTERS



Source: Jones Lang LaSalle, 2014.

1.3.48 POWER CENTERS

The Power Center average vacancy rate was 3.7 percent in the third quarter of 2013.[10] With negative 16,200 square feet of net absorption and no new deliveries, the vacancy rate went from 3.3 percent at the end of last quarter to 3.7 percent at the end of the third quarter. In the second quarter 2013, Power Centers absorbed positive 8,621 square feet, delivered no new space, and the vacancy rate decreased from 3.5 to 3.3 percent over the course of the quarter. Rental rates started the quarter at $17.43 per square foot and ended the quarter at $17.35 per square foot. A year ago, in the third quarter of 2012, the vacancy rate was 3.5 percent. Over the past four quarters, Power Centers have absorbed a cumulative negative 9,179 square feet of space and delivered cumulative zero square feet of space. There was no sublease space over that same period, and rental rates have gone from $20.06 to $16.61. At the end of the third quarter 2013, there was no space under construction in the Salt Lake City market. The total stock of Power Center space in Salt Lake City is currently 4,288,034 square feet in 14 centers, comprising of 130 buildings.

1.3.49 GENERAL RETAIL PROPERTIES

The General Retail sector of the market, which includes all freestanding retail buildings, except those contained within a center, reported a vacancy rate of 3.3 percent at the end of third quarter 2013. There was a total of 2,069,064 square feet vacant at that time. The General Retail sector in Salt Lake City currently has average rental rates of $11.66 per square foot per year. There are 158,096 square feet of space under construction in this sector, with 4,000 square feet having been completed in the third quarter. In all, there are a total of 7,660 buildings with 62,476,845 square feet of General Retail space in Salt Lake City.

[10] A power center is an unenclosed shopping center of leasable area that usually contains three or more big box retailers and various smaller retailers with a common parking area shared among the retailers (e.g., strip mall or plaza).

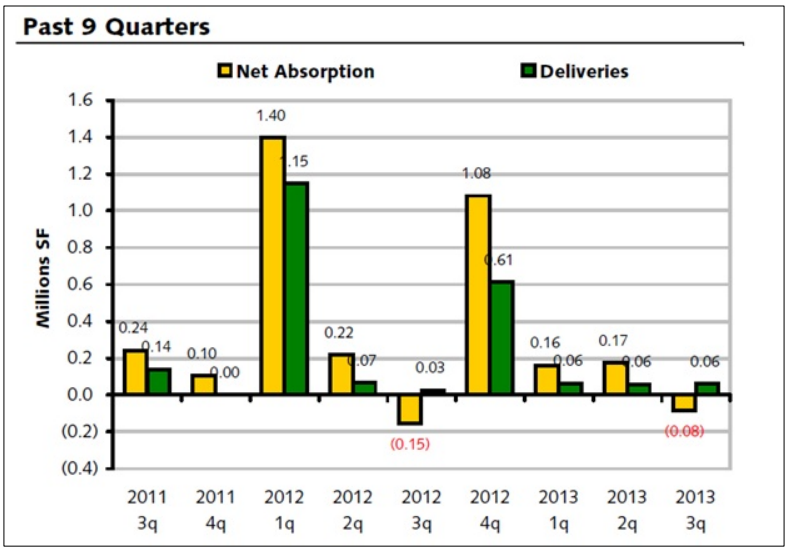
1.3.50 SPECIALTY CENTERS

There are currently six Specialty Centers in the Salt Lake City market, making up 1,417,964 square feet of retail space. For the purposes of this report, the Specialty Center market is comprised of Outlet Centers, Airport Retail and Theme/ Festival Centers. Specialty Centers in the Salt Lake City market have experienced positive 168,457 square feet of net absorption in 2013. The vacancy rate currently stands at 0 percent and rental rates average $13.01 per square foot.

1.3.51 MALLS

Malls recorded net absorption of negative (1,631) square feet in the third quarter 2013. This net absorption number, combined with the 49,426 square feet that was built in the quarter, caused the vacancy rate to go from 6.8 percent a quarter ago to 7.1 percent at the end of the third quarter 2013. Rental rates went from $18.86 per square foot to $18.76 per square foot during that time. The Mall market is comprised of 20 Lifestyle Center, Regional Mall, and Super Regional Malls, (Figure 11-10).

FIGURE 11-10: ABSORPTION AND DELIVERIES – COMMERCIAL/RETAIL



Source: Jones Lang LaSalle, 2014.

1.3.52 OUTLOOK

Despite low interest rates, investment sales have decreased due to lack of motivated sellers. Buyers continue to shop for quality assets and cap rates have decreased minimally by six basis points. Overall, Utah boasts a strong and growing retail market. The increase in vacancy is a sign of an adjusting market. Even with these trends, landlords, tenants, buyers, and sellers will likely remain confident that the retail commercial real estate industry will remain strong.

With vacancy rates continuing to decrease, a strong land positioning is becoming more important. Developers will be active in 2014 trying to tie up good land locations in anticipation for future growth. Expansion by new entrants and existing retailers is expected to continue as Utah gains national recognition.

I.17. RESIDENTIAL

1.3.53 ABSORPTION RATES

The absorption rate is the rate at which all available homes on the market would be sold, assuming no new homes become available. A six months' supply of homes is considered a balance market; absorption rates below six months indicate a sellers' market and rates above six months indicate a buyers' market.[11] As Table 11-11 shows, both Salt Lake and Utah counties can be considered seller's markets with absorption rates less than six months, which implies that the demand for housing slightly exceeds the supply.

TABLE 11-11: CLOSED SALES AND ABSORPTIONS RATES FOR SALT LAKE AND UTAH COUNTIES

County	Closed Sales 3rd Quarter 2012-3rd Quarter 2013	Average Monthly Closings	Current Stock of Homes	Absorption Rate
Salt Lake County	11,400	950	3,227	3 Months
Utah County	5,107	426	2,054	5 Months

Source: Closed Sales data from "All County Quarterly Report, 3rd Quarter of 2013," Utah Association of Realtors. http://utahrealtors.com/news-center/housing-statistics/ [Date Accessed: January 22, 2013]
Current Stock Homes based on data from Zillow.com. [Date Accessed: January 22, 2013]

1.3.54 VACANCY RATES

In Salt Lake and Utah counties, both the homeowner vacancy rate (the percentage of homes that are for sale) and the rental vacancy rate were lower than the national averages (Table 11-12). These data also indicate that the housing supply is somewhat short of housing demand.

TABLE 11-12: VACANCY RATE BY HOUSING TENURE TYPE

Vacancy Rate	United States	Salt Lake County	Utah County
Homeowner vacancy rate	2.0%	1.2%	1.4%
Rental vacancy rate	6.8%	4.9%	3.7%

Source: American Community Survey, 2012

1.3.55 FORECLOSURES

Foreclosure rates in Salt Lake County are slightly higher than the U.S. average. In December 2013, one in every 528 Salt Lake County homes (0.2 percent) faced a foreclosure action compared to one in every 869 homes (0.12 percent) nationally.[12] The Salt Lake County foreclose rate in December 2013 was 18 percent higher over the December 2012 rate.[13] The foreclosure rate in Utah County has been slightly lower than

[11] "Absorption Rate Key to Successful Pricing," Realtor Magazine, http://www.realtor.org/RMODaily.nsf/pages/News2007111404 [Date Accessed: January 22, 2014]
[12] Foreclosure actions include properties in default, at auction or that are bank-owned.
[13] Salt Lake County Real Estate Trends and Market Info, December 2013 data, RealtyTrac.com: http://www.realtytrac.com/statsandtrends/ut/salt-lake-county. [Date Accessed: January 22, 2014]

the national average; one in every 1,029 homes (0.10 percent) faced a foreclosure action in December 2013, which is 17 percent lower than the December 2012 foreclosure rate.

1.3.56 HOUSING PRICES AND COSTS

As with the rest of the country, home prices fell significantly during the 2008 recession in both Salt Lake and Utah counties. However, prices are no longer decreasing in either market and within the last year have made significant increases. The median sales price increased by 19 percent in both Salt Lake and Utah counties, well-above the rate of inflation (Table 11-13).

TABLE 11-13: MEDIAN SALE PRICES AND ANNUAL RATE OF CHANGE, 2008-2013

	2008	2009	2010	2011	2012	2013
Salt Lake County	$219,895	$193,976	$184,664	$169,070	$174,495	$207,776
Yearly Change		*-12%*	*-5%*	*-8%*	*3%*	*19%*
Utah County	$176,770	$170,434	$149,835	$141,665	$140,732	$167,982
Yearly Change		*-4%*	*-12%*	*-5%*	*-1%*	*19%*

Source: Salt Lake Board of Realtors, Market Stats: http://www.slrealtors.com/news/charts/. [Date Accessed: January 22, 2013]

Rental rates did not show as much volatility as home sales during the recession, however, followed a similar trajectory of a dip followed by recovery in recent years (Table 11-14).

TABLE 11-14: MEDIAN RENTAL RATE AND ANNUAL RATE OF CHANGE, 2008-2012

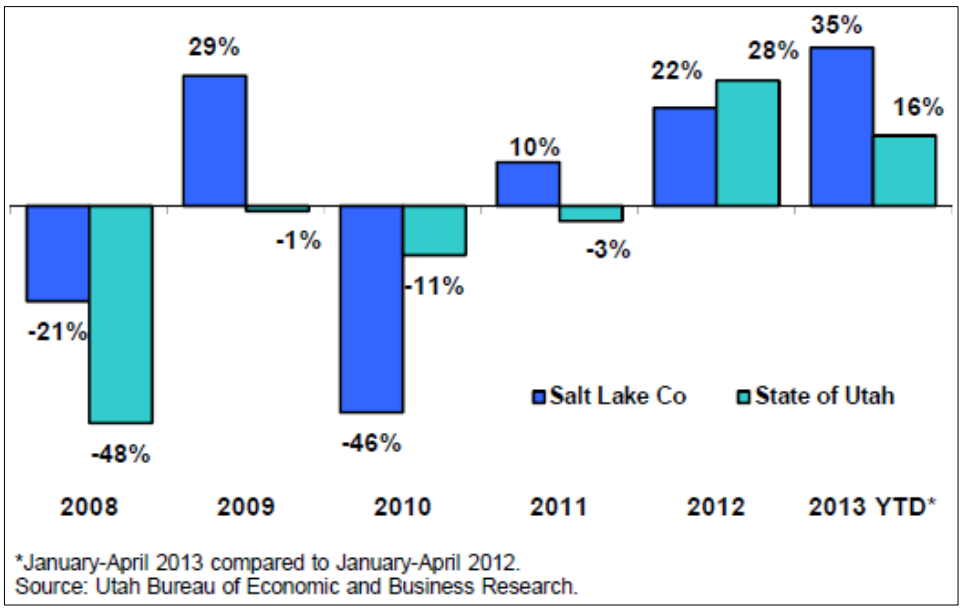
	2008	2009	2010	2011	2012
Salt Lake County	$880	$889	$873	$876	$890
Yearly Change		*1%*	*-2%*	*0.3%*	*2%*
Utah County	$835	$869	$839	$838	$854
Yearly Change		*4%*	*-3%*	*0%*	*2%*

Source: Salt Lake Board of Realtors, Market Stats: http://www.slrealtors.com/news/charts/. [Date Accessed: January 22, 2013]

1.3.57 CONSTRUCTION OF NEW HOUSING

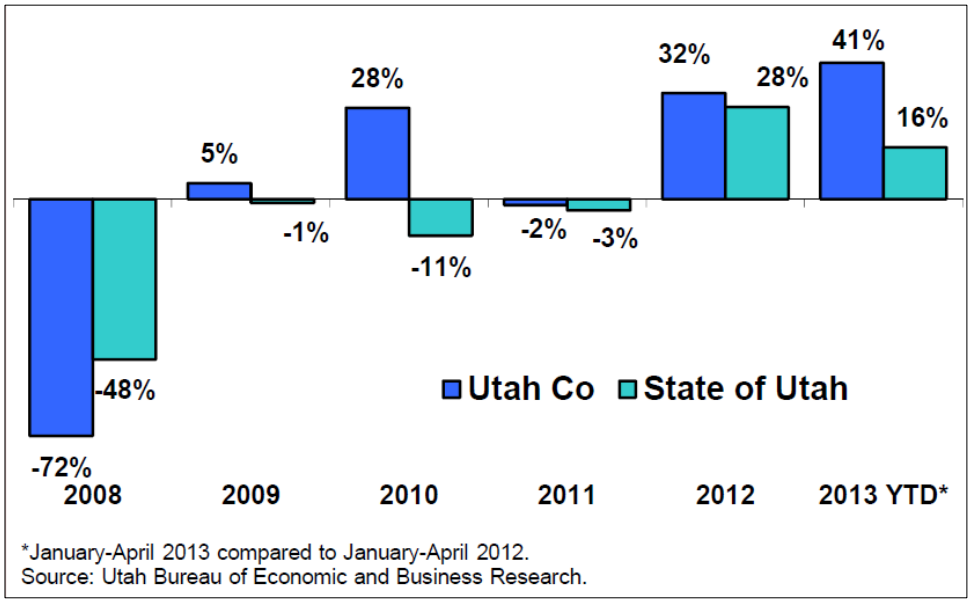
While construction of new housing slowed during the recession, construction permits issued in 2013 suggest a healthy rebound of this sector. In Salt Lake County, permits for residential construction increased by 35 percent in 2013 compared to 16 percent growth statewide (Figure 11-15). Utah County permits for construction increased by 41 percent in 2013 (Figure 11-16).

FIGURE 11-15: PERCENT CHANGE IN TOTAL PERMITS FOR CONSTRUCTION OF DWELLING UNITS, SALT LAKE COUNTY



Source: Utah Department of Workforce Services, Current Economic Snap Shot, January 2014: http://jobs.utah.gov/jsp/wi/utalmis/countyprofile.do

FIGURE 11-16: PERCENT CHANGE IN TOTAL PERMITS FOR CONSTRUCTION OF DWELLING UNITS, UTAH COUNTY



Source: Utah Department of Workforce Services, Current Economic Snap Shot, January 2014: http://jobs.utah.gov/jsp/wi/utalmis/countyprofile.do

1.3.58 OUTLOOK

- Although the recession negatively affected the residential market, most indicators suggest that the residential market has rebounded and will continue to grow.
- The absorption rate and vacancy rates suggest that demand for housing exceed supply.
- Construction has increased which implies inventory will begin to expand in order to meet the new demand.

12. DRAPER PROPERTY MASTER PLAN REDEVELOPMENT SCENARIO

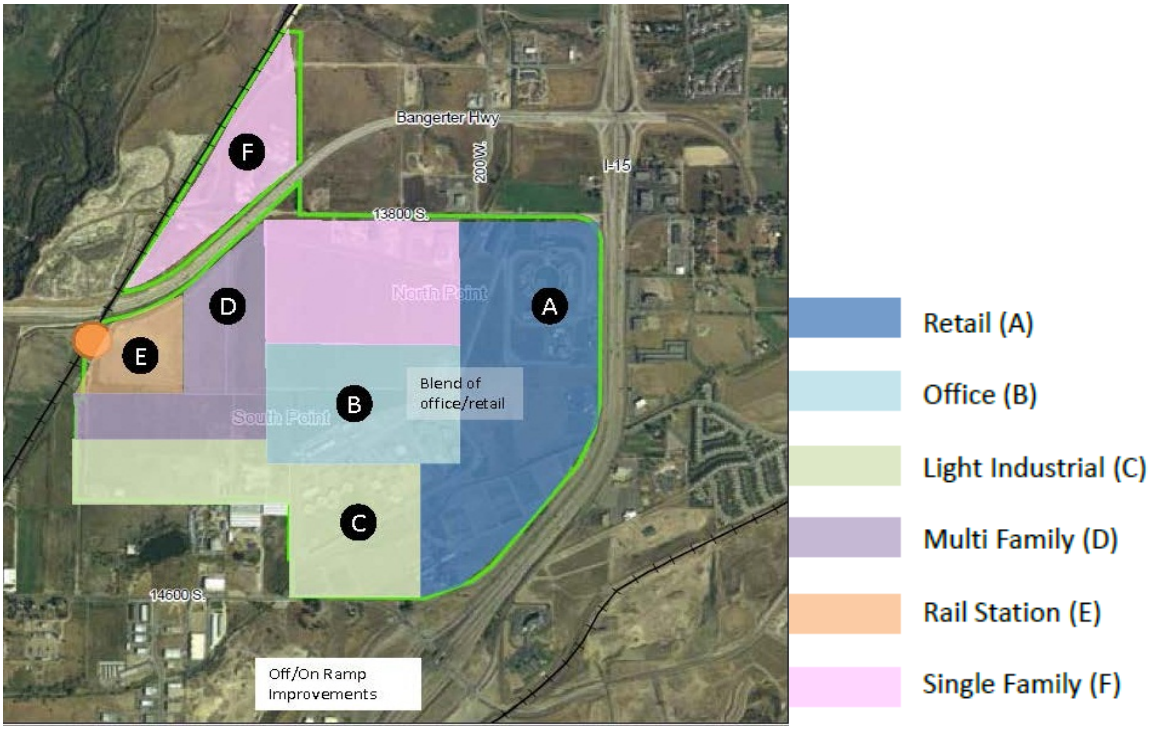
1.18. LAND USE PLAN COMPONENTS

The basis for the economic impact assessment includes the nature, scale, and timing of Draper prison property redevelopment. This chapter describes a redevelopment scenario prepared by Louis Berger and Jones Lang LaSalle which is based on an analysis of market conditions and from discussions with key stakeholders. At full development, the 680-acre Draper prison property would consist of retail, commercial, light industrial, housing, and a rail hub as summarized in Table 12-1 and depicted in Figure 12-2.

TABLE 12-1: REDEVELOPMENT SCENARIO BY LAND USE TYPE

Development Type	Acres	Percent of Total
Retail (including a shopping mall, cinema, and restaurants)	210	31%
Commercial (office, hotel)	90	13%
Light Industrial (supply chain and flex-space)	120	18%
Housing (single and multi-family)	220	32%
Rail Hub	40	6%

FIGURE 12-2: DRAPER PROPERTY REDEVELOPMENT SCENARIO



Source: Jones Lang LaSalle and Louis Berger Group, Inc., 2014.

1.3.59 SCENARIO DEVELOPMENT

The analysis of market conditions indicates strong future growth in all development sectors: residential, multi-family, retail, office, and light industrial. Given that the 680 acre project location allows duel access points to the freeway via Bangerter Highway and 14600 South, and is situated at the south end of Salt Lake County, the project location will be able to draw from demand of Utah and Salt Lake Counties, both which are expected to grow in size over the next several decades. In addition, population is expected to grow from 2012. Utah County's population, for example, is forecasted to grow by 97 percent and Salt Lake City is forecasted to grow by 46 percent by 2040.

A redevelopment scenario was developed based on the previous analyses and the following considerations:

- Light industrial is adjacent to other current light industrial developments.
- Large mall development early on increases value of land around it for retail and office.
- Retail, office, industrial, single family, and multi-family were allocated acreage/size to accomplish a 10-year absorption (from point of sellable lots).
- Freeway on/off ramps will need to be evaluated and invested in to ensure good access.

1.3.60 RETAIL COMPONENT

The retail component of the redevelopment scenario includes a shopping mall (100 acres), several large, freestanding stores (60 acres), a movie theater complex (25 acres), and several smaller strip malls on the outskirts of the shopping mall (25 acres). The retail area will have exclusively surface parking.

The shopping mall is assumed to consist of 1.5 million square feet of retail space, with large department stores as anchor tenants as well as smaller retail establishments. The scenario includes five full-service restaurants (cumulatively 50,000 square feet) on the shopping mall footprint, as well as 145,000 square feet for cafes or food-court restaurants. The 60-acre footprint of free-standing stores ('big-box stores') is assumed to have a cumulative 900,000 square feet of fully-developed space while the movie theater complex would have 450,000 square feet of fully developed space on a 25-acre footprint. The smaller strip malls will have 350,000 square feet of fully developed space on a 25-acre footprint.

1.3.61 COMMERCIAL COMPONENT

The commercial footprint will include office space consisting of fourteen 1 to 4 story buildings with a cumulative total of 1.28 million square feet of office space as follows:

- Three, 4-story buildings with floor plates of 30,000 square feet;
- Five, 3-story buildings, with floor plates of 35,000 square feet;
- Four, 2-story building, with floor plates of 40,000 square feet; and
- Two, 1-story buildings, with a floor plate of 40,000 square feet.

In addition to the office space, the commercial footprint will feature three 170,000 square foot hotels with each consisting of 100 to 125 guestrooms in addition to conference rooms/common areas. There would be one level of underground parking with the remaining commercial area having only surface parking.

1.3.62 LIGHT INDUSTRIAL COMPONENT

The light industrial area would be divided evenly between large supply chain and logistics establishments (60 acres) and flex space (60 acres). There will be ten large supply chain and logistics establishments of 120,000 square feet each and will be similar to that developed at Harold Gatty Drive in Salt Lake City.

Flex space is lightly zoned industrial space that can be used for either office or industrial purposes. Flex space is generally found in one-story buildings with high ceilings, rear loading docks, surface parking and generous landscaping and usually they contain a hybrid of office and manufacturing space.[14] There will be eight flex space buildings of 150,000 square feet each with each building comprised of ten units.

[14] Baltimore Business Journal, "Flex space is future of office, storage needs" May 6, 2002. Accessed: January 10, 2014. http://www.bizjournals.com/baltimore/stories/2002/05/06/focus6.html.

1.3.63 HOUSING COMPONENT

The redevelopment scenario includes both multi-family (70 acres) and single family housing (150 acres). The multi-family housing would consist of 15 units per acre for a total of 900 units with units ranging from one to three bedrooms and averaging approximately 1,100 square feet. (Ten acres of the multi-family housing component would not be developed but instead used for parks or roads). Three community centers with amenities (i.e., pools, tennis courts) in addition to large open space areas, would serve community recreation needs. Multi-family housing would be similar to those at Orchard Farms in the Kaysville/Fruit Heights area and would rent from between $1,150 and $1,550 per month (2014 dollars).

The redevelopment scenario includes 480 single-family homes on quarter-acre lots with three to six bedrooms and averaging 2,500 square feet. Homes would range in price from $200,000 to $300,000, with an average price of $275,000 (2014 dollars). Thirty acres of the single-family housing component would not be developed but used for parks or roads.

1.3.64 RAIL HUB COMPONENT

The 40 acres would be devoted to the rail hub which would consist of surface parking, ticket machines, drop-off areas, and an office building for administrative needs. Five acres of the rail hub component would be devoted to the office building, access drives, and drop-off areas and the remaining 35 acres to surface parking which would accommodate approximately 3,500 vehicles.

1.19. ANTICIPATED CONSTRUCTION PHASE

It is estimated that a development of this magnitude would have a construction phase of 9 to 11 years, depending on market conditions. This does not include time needed to remove the prison or to bring the land to market. The construction phase would be distributed relatively even throughout the ten-year phase:

- The retail development would begin at Year 1 and will be front-loaded during the construction phase, with the mall being built early on and the other retail following over approximately five more years.
- The commercial office and hotel development would also begin at Year 1 but will be evenly distributed throughout the construction phase, with an average of 180,000 square feet developed per year (equivalent to one 4-story building with a 45,000 square foot plate being built per year).
  - One hotel every three years will be built in-line with the rest of the development.
- The light industrial development would also be evenly distributed throughout the construction phase, with an average of 240,000 square feet developed per year (equivalent to two large supply and logistics warehouses being built per year).
- The multi-family housing would be built in three year increments of 300 units per increment.

- Seventy single family homes would be built every year for the first seven years of the construction phase.
- The rail hub would be developed starting at Year 3 to support development of the multi-family, office, and retail.

1.20. CONSTRUCTION COSTS

Construction costs were developed by Hughes General Contractors of Salt Lake City. The costs include full site development but do not include general excise taxes, insurance and bonds, or any contingency costs. All costs are presented in 2014 dollars. Detailed construction costs are presented in Appendix B.

The full construction costs for structures described in the redevelopment scenario will be $986.5 million with an average square foot cost of $101 (Table 12-3). These costs included estimated tenant improvement costs and therefore represent turnkey space.

TABLE 12-3: CONSTRUCTION COST FOR STRUCTURES BY SECTOR

Development Type	Total Square Feet (Structures Only)	Cost Per Square Foot	Total Structures Cost
Retail	3,200,000	$122.55	$392,168,800
Commercial	1,897,000	$130.63	$247,802,700
Light Industrial	2,400,000	$64.80	$155,520,000
Multi-Family Housing	1,020,800	$94.43	$96,396,300
Single-Family Housing	1,200,000	$78.00	$93,600,000
Rail Hub	7,000	$145.20	$1,016,400
TOTAL	**9,724,800**	**$101.44**	**$986,504,200**

In addition to the cost for building the structures, construction will also include land development such as landscaping, parking, and roads but not any demolition or clean-up costs from the removal of the prison. Land development costs represent an additional $127.3 million in construction costs (Table 12-4). The redevelopment of the Draper site for both structures and land development has an estimated construction cost of $1.1 billion.

TABLE 12-4: LAND DEVELOPMENT COSTS BY SECTOR

Development Type	Total Acres	Land Development Cost Per Acre	Total Land Development Cost	Total Cost (Structures and Land Development)
Retail	**210**	$174,240	$36,590,400	$428,759,200
Commercial	**90**	$174,240	$15,681,600	$263,484,300
Light Industrial	**120**	$174,240	$20,908,800	$176,428,800
Multi-Family Housing	**70**	$217,800	$15,246,000	$111,642,300
Single-Family Housing	**150**	$205,000	$30,750,000	$124,350,000
Rail Hub	**40**	$202,460	$8,098,400	$9,114,800
TOTAL	**680**	$187,169	$127,275,200	$1,113,779,400

13. ECONOMIC IMPACT ASSESSMENT RESULTS – CONSTRUCTION PHASE

This chapter presents the estimated economic impacts from constructing the facilities and infrastructures (e.g., office buildings, houses, roads) for the full build out of the redeveloped Draper prison site. The economic impacts are estimated using the economic input-output model "IMPLAN", the assumptions regarding the future use of the site presented in the previous chapter, and generalized cost estimates for the types of building structures and infrastructure that would occupy the redeveloped site.

It is important to note that the estimated economic impacts presented below would encompass the total impacts generated over the course of the build out or construction phase. As discussed in the previous chapter, it is likely that the redevelopment of the Draper site would occur in phases and take place over a multi-year period (e.g., 9 to 11 years). Accordingly, if the full build out were be phased over a ten year period, the jobs, labor income, value added, and economic output estimated by the model would be spread over a ten year period. As with any construction project there would be peak years of activity where generated economic benefits would also peak followed by years in which the construction activity would ramp down as the site reaches completion. The associated economic impacts would also diminish, but the impacts from the operation of businesses would increase.

1.21. TYPES OF CONSTRUCTION JOBS GENERATED AND LOCATION

The types of direct jobs the construction phase is expected to generate include electricians, heavy-equipment operators, carpenters, plumbers, roofers, metal workers, window installers, carpet and tile layers, painters, masons, and landscapers. Additional jobs supported by the project would include architects, engineers, and inspectors, among others. These construction and construction-related jobs would vary from entry-level to highly-skilled managerial positions. In general, these types of labor skills should be readily available in Salt Lake and Utah counties, although it not implausible some construction workers would commute from the other surrounding counties to take advantage of the employment opportunities.

Construction jobs would be located at the Draper site, where the redevelopment would occur thus the, direct effects of construction would impact Salt Lake and Utah counties. Most construction supplies would be purchased from businesses with offices located in both counties, and hence, the preponderance of indirect effects would also occur within these two counties. As shown below economic impacts is the combined region of Salt Lake and Utah counties and for the "Rest of Utah", with the latter region presented to show the small but positive spillover effect to the rest of the state of Utah.

1.22. CONSTRUCTION ACTIVITY IMPACTS

Construction of the redeveloped site would generate significant economic activity primarily in Salt Lake and Utah counties. The impact analysis was conducted for full build out which would encompass the construction of commercial and residential buildings and supporting infrastructure.

Construction is projected to result in 6,262 direct jobs for the two-county region, with an additional 6,560 jobs generated though indirect and induced spending (Table 13-1) for a total of 12,822 local jobs created. This additional economic activity generated would produce an increase of $2 billion in economic output.

Because all of the direct jobs would be created at the site in Draper, there would be no direct economic impacts outside of Salt Lake and Utah counties. However, it is anticipated that the indirect and induced construction effects would generate 577 new jobs in the rest of the state. Both indirect and induced jobs would generate an additional $24.8 million in labor income, $48.7 million in value added and an increase in economic output of $113.4 million in the rest of the State of Utah.

Overall, the construction phase is anticipated to impact the State of Utah by generating 13,399 jobs, approximately $784 million of labor income and total economic output exceeding $2.1 billion (Table 13-1).

TABLE 13-1: CONSTRUCTION IMPACT ANALYSIS

Salt Lake and Utah County				
Impact Type	**Employment**	**Labor Income**	**Value Added**	**Output**
Direct Effect	6,262	$432,026,700	$515,610,900	$1,113,778,000
Indirect Effect	2,990	$169,846,800	$248,964,200	$443,794,400
Induced Effect	3,570	$157,260,300	$271,847,500	$445,218,100
Total Effect	12,822	$759,133,800	$1,036,422,600	$2,002,790,500
Rest Of Utah				
Impact Type	**Employment**	**Labor Income**	**Value Added**	**Output**
Direct Effect	0	$-	$-	$-
Indirect Effect	382	$18,377,880	$34,725,020	$86,899,400
Induced Effect	195	$6,427,058	$13,990,260	$26,491,990
Total Effect	577	$24,804,938	$48,715,280	$113,391,390
Utah Total				
Impact Type	**Employment**	**Labor Income**	**Value Added**	**Output**
Direct Effect	6,262	$432,026,700	$515,610,900	$1,113,778,000
Indirect Effect	3,373	$188,224,680	$283,689,220	$530,693,800
Induced Effect	3,764	$163,687,358	$285,837,760	$471,710,090
Total Effect	13,399	$783,938,738	$1,085,137,880	$2,116,181,890

Source: Louis Berger Group, Inc., IMPLAN Analysis.

14. ECONOMIC IMPACT ASSESSMENT RESULTS – FULL DEVELOPMENT

Redevelopment and occupancy of the Draper prison property would generate significant economic activity attributable to the operations of businesses locating at the site and the spending of households residing in the residential zones of the site. The estimated economic impacts presented in this chapter are annual direct, indirect, and induced impacts for all activities on the redeveloped site once all phased construction has been completed and all commercial, retail, light-industrial, rail hub, and residential units are occupied. It must be emphasized that economic output per employee and unit area varies by sector and subsector and using different allocations would result in different outcomes. The allocations used in this analysis are based on the preliminary market driven scenario presented in Chapter 5.

It should also be noted that the results presented for the operation phase simply estimate total generated economic impacts arising from the redeveloped site. It does not differentiate between business activities or household spending that would relocate to the Draper site from other locations within the two-region county and activities that are new to the region (i.e., relocating from outside the region). In the former case, a business that relocates from one part of the region to another is not necessarily generating additional output unless it is only through its relocation that it can expand and hence increase its output and workforce. Accordingly, the greater the percentage of business activity that originates from outside the two-county region, the larger the true economic impact on the region.

1.23. IMPACT RESULTS ASSUMPTIONS

To estimate the business activity impacts, the number of direct employees for each sector (e.g., retail, commercial, light industrial, and rail hub) was estimated based on employee-to-square-footage ratios, ranging between one employee for every 363 square feet for office space to one employee for every 4,250 for light industrial space (Table 14-1). [15] The total square footage for each development type was then divided by the number of employees per square foot to derive the total number of employees for each sector.

[15] Direct jobs were estimated using data from Fishkind & Associate's Fiscal Impact Analysis Model (FIAM), http://www.sfrpc.com/fiam.htm. Details of the model are presented in the Appendix

TABLE 14-1: DIRECT EMPLOYEE ASSUMPTIONS BY DEVELOPMENT TYPE

Development Type	Sub-type	Employees per Square Foot	Square Footage Per Sub-Type	Total FTEs
Retail	Shops	550	2,555,000	4,645
Retail	Sit-Down Large Restaurant	450	50,000	111
Retail	Café/Fast Food/Small Restaurant	100	145,000	1,450
Retail	Large Cinema Complex[1]	1,500	450,000	300
Commercial	Office Space	363	1,285,000	3,545
Commercial	Large Hotels	500	510,000	1,020
Light Industrial	Large Supply Chain and Logistics/Flex Space	4,250	2,400,000	565
Rail Hub	Rail Hub	363	5,000	14
TOTAL			7,400,000	11,650

Source: Employees per square foot data taken from the FIAM.
[1]Source: Urban Planning and Design Criteria by Joseph De Chiara and Lee Koppelman.

To estimate the economic impacts for households, a different approach was employed. First, the number of occupied households was estimated based upon average vacancy rates in Salt Lake County and the number of homes or multi-family units at full build out. Then, the household income for residential zone was derived by dividing the average monthly expense of each household type by the percentage of housing expenditures as a percentage of income. Total household income was then multiplied by the percentage of disposable income (69 percent)[16] and total expenditures for all households were estimated. In total, it was estimated that new households would spend approximately $51.3 million per year (Table 14-2).

TABLE 14-2: EXPENDITURES FROM HOUSEHOLDS ON DRAPER SITE

	No. Units	% Vacant Units	No. Occupied Units	Household Income	Total Income from Households	% of Disposable Income	Total Expenditures for Households
Multi-Family Housing	900	4.90%	856	$51,266	$43,883,696	69%	$30,279,750
Single-Family Housing	480	1.20%	474	$64,393	$30,522,282	69%	$21,060,375
TOTAL	1,380		1,330		$74,405,978		$51,340,125

[16] Disposable income was estimated using spending profiles from the IMPLAN database for the study region.

1.24. BUSINESS ACTIVITY IMPACTS

Business activities represented by the retail, commercial, and light-industrial sectors are expected to result in significant economic impacts. Business activities are projected to result in 11,475 direct jobs on the site. As noted previously, direct employment numbers were estimated based on the allocation of space among the different business sectors. The IMPLAN model generates output per employee based on Bureau of Economic Analysis (BEA) data for the study region. These activities would generate an additional 6,186 indirect and induced jobs throughout the Salt Lake County and Utah County region for a total of 17,661 jobs (Table 14-3). Businesses would generate about $800.4 million in income and $1.2 billion of value added. Economic output would increase by $1.77 billion in annual economic output, which would represent about a 2.1 percent increase over the economic output of the two counties in 2012.[17]

TABLE 14-3: ANNUAL ECONOMIC IMPACTS OF BUSINESS ACTIVITIES, SALT LAKE AND UTAH COUNTIES

Impact Type	Employment	Income	Value Added	Output
Direct Effect	11,475	$515,922,900	$650,541,200	$994,636,800
Indirect and Induced Effects	6,186	$284,484,400	$474,082,100	778,072,900
Total	17,661	$800,407,300	$1,124,623,300	$1,772,709,700

Because all of the direct jobs would be created at the site in Draper, there would be no direct economic impacts outside of Salt Lake and Utah counties. However, the rest of the state would see 355 new jobs as a result of indirect and induced impacts (Table 14-4). Indirect and induce effects would also generated $12.6 million annual labor income, $27.2 million in value added, and $55.8 million in economic output in the rest of the State of Utah.

TABLE 14-4: ANNUAL ECONOMIC IMPACTS OF BUSINESS ACTIVITIES, REST OF STATE

Impact Type	Employment	Income	Value Added	Output
Direct Effect	0	$0	$0	$0
Indirect and Induced Effects	355	$12,636,791	$27,250,050	$55,678,150
Total	355	$12,636,791	$27,250,050	$55,678,150

In total, the State of Utah would see 18,016 jobs as a result of the business activities at the Draper property (Table 14-5). The jobs would create $813.0 million in new annual income. Total Utah State economic output would increase by about $1.8 billion.

[17] The term value added is defined as the difference between an industry's or an establishment's total output and the cost of its intermediate inputs.

TABLE 14-5: ANNUAL ECONOMIC IMPACTS OF BUSINESS ACTIVITIES, TOTAL

Impact Type	Employment	Labor Income	Value Added	Output
Direct Effect	11,475	$515,922,900	$650,541,200	$994,636,800
Indirect and Induced Effects	6,541	$297,121,191	$501,332,150	$833,751,050
Total	18,016	$813,044,091	$1,151,873,350	$1,828,387,850

1.25. TAX IMPACTS

Construction activities, including the procurement of materials and labor, would generate additional revenues to the state through income and general excise taxes and other fees. Tax revenues were estimated using IMPLAN. This model captures tax revenues generated through general excise taxes (GET), transient accommodations taxes (TAT), fuel taxes, and other fees for both the construction and operation phases of the facility.

Tax revenues were estimated by applying state and local tax multipliers to the total annual construction cost estimates. Using this method, estimated tax impacts at the state and local level would total $61.1 million for the construction phase and $94.6 million annually for operations. Although small relative to the $7.7 billion that the State of Utah received in government revenue during 2013 and the $690 million in taxes and fees collected by Salt Lake and Utah counties during 2012, it is nonetheless a positive contribution to government revenue generation.

1.26. RESIDENTIAL ACTIVITY IMPACTS

At full development, the Draper property would have 1,328 of households: 474 in single-family homes and 854 in multi-family units generating economic impacts through their household expenditures.[18] For purposes of this analysis, mean household income is estimated to range from $51,266 to $64,393 with 69 percent of household income used for discretionary spending. The primary area of impact for this new spending would be in Salt Lake and Utah counties. Household spending would create 455 induced jobs and $20.2 million in labor income, and $35.1 million in value added. Total economic output would increase by $57.5 million (Table 14-6).

TABLE 14-6: ANNUAL ECONOMIC IMPACTS OF NEW HOUSEHOLDS, SALT LAKE AND UTAH COUNTIES

Impact Type	Employment	Labor Income	Value Added	Output
Direct Effect	0	$0	$0	$0
Indirect Effect	0	$0	$0	$0
Induced Effect	455	$20,234,160	$35,112,080	$57,498,280
Total	455	$20,234,160	$35,112,080	$57,498,280

[18] Although 480 single-family homes and 900 multi-family units would be built on the site, it is assumed that there will always be several vacant units.

There would be some small spillover effects incurred to the rest of the State of Utah beyond the two counties with 12 new induced jobs as a result of spillover from the household spending, resulting in $407,858 in annual labor income. There would be $942,352 in 'value-added' and a total increase in economic output of $2.0 million (Table 14-7).

TABLE 14-7: ANNUAL ECONOMIC IMPACTS OF NEW HOUSEHOLDS, REST OF STATE

Impact Type	Employment	Labor Income	Value Added	Output
Direct Effect	0	$0	$0	$0
Indirect Effect	0	$0	$0	$0
Induced Effect	12	$407,858	$942,352	$2,002,725
Total	12	$407,858	$942,352	$2,002,725

The household spending would create 468 induced jobs both in the two counties and the rest of Utah, resulting in $20.6 million in new labor income, $36.1 million in value added and $59.5 million in additional output (Table 14-8).

TABLE 14-8: ANNUAL ECONOMIC IMPACTS OF NEW HOUSEHOLDS, UTAH STATE TOTAL

Impact Type	Employment	Labor Income	Value Added	Output
Direct Effect	0	$0	$0	$0
Indirect Effect	0	$0	$0	$0
Induced Effect	468	$20,642,018	$36,054,432	$59,501,005
Total	468	$20,642,018	$36,054,432	$59,501,005

1.27. TOTAL ECONOMIC IMPACTS-FULL DEVELOPMENT AND OCCUPANCY

Economic impacts of full development and occupancy at the Draper property include both the business activities and the spending from new households. Within Salt Lake and Utah counties, 18,116 new direct, indirect, and induced jobs would be created as a result of the new activities at the Draper property generating $820.6 million in new labor income, $1.2 billion in value added, and $1.8 billion in economic output (Table 14-9).

TABLE 14-9: TOTAL ANNUAL ECONOMIC IMPACTS, SALT LAKE AND UTAH COUNTIES

Impact Type	Employment	Labor Income	Value Added	Output
Direct Effect	11,475	$515,922,900	$650,541,200	$994,636,800
Indirect and Induced Effects	6,641	$304,718,560	$509,194,180	$835,571,180
Total	18,116	$820,641,460	$1,159,735,380	$1,830,207,980

The rest of the state would experience spillover effects in the form of the indirect and induced jobs (direct job creation would occur only within Salt Lake and Utah counties). As Table 14-10 illustrates, the rest of the State of Utah would benefit from 367 indirect and induced jobs resulting in $13.0 million in labor income, $28.2 million in additional value added and $57.7 million in additional economic output.

TABLE 14-10: TOTAL ANNUAL ECONOMIC IMPACTS, REST OF STATE OF UTAH

Impact Type	Employment	Labor Income	Value Added	Output
Direct Effect	0	$0	$0	$0
Indirect Effect	213	$7,931,004	$16,738,520	$34,728,790
Induced Effect	154	$5,113,645	$11,453,882	$22,952,085
Total	367	$13,044,649	$28,192,402	$57,680,875

As Table 14-11 shows, 18,483 new jobs would result from full redevelopment and occupancy of the Draper property, resulting in $833.7 million in new annual income, $1.2 billion in value-added and $1.9 billion in economic output.

TABLE 14-11: TOTAL ANNUAL ECONOMIC IMPACTS, STATE OF UTAH

Impact Type	Employment	Labor Income	Value Added	Output
Direct Effect	11,475	$515,922,900	$650,541,200	$994,636,800
Indirect Effect	2,656	$127,534,704	$205,718,020	$345,954,890
Induced Effect	4,352	$190,228,505	$331,668,562	$547,297,165
Total	18,483	$833,686,109	$1,187,927,782	$1,887,888,855

15. CONCLUSIONS AND RECOMMENDATIONS

Although various studies have been conducted to determine the feasibility, costs, and benefits of relocating the Utah State Prison from its current location, none have focused on the potential benefits of increased employment and economic activity that could result from redevelopment of the 680-acre property. With completion of this analysis, State of Utah officials have credible documentation of the potential economic impacts and a basis for further analyses leading to decisions concerning relocation of the correctional facility from its current site.

As noted in the preceding chapters, redevelopment of the Draper prison property would generate significant economic activity. On the basis of the scenario used for the analysis, approximately 18,483 new jobs would result from full redevelopment of the property, resulting in $833.7 million in statewide annual income, $1.2 billion in value-added, and $1.9 billion in economic output.

1.28. NEXT STEPS

- The Draper prison property consists of multiple parcels with the majority (611 acres) under the control of the Utah Department of Corrections and 69 acres controlled by the Utah Department of Transportation. Legal control over the entire 680-acre tract for redevelopment purposes should be confirmed.
- Opportunities to incorporate other state-owned lands which adjoin the property into the redevelopment plan (totaling up to 60 additional acres) should be investigated. The availability of additional state-owned lands would increase projected employment and economic benefits of redevelopment.
- The initial discussions concerning potential redevelopment held with city of Draper officials as part of this study should be continued and expanded to include State of Utah officials and key stakeholders. These discussions should address, more formally, the State of Utah's goals, objectives, and timing for property redevelopment and the interests and needs of the city of Draper for orderly and beneficial use of the property.
- Further refinement of the preliminary redevelopment plan scenario should be performed involving the State of Utah, the city of Draper, and Salt Lake and Utah counties to more precisely define the scale, scope and location of planned land uses, infrastructure requirements, community services, and facility needs, transportation network improvements and public transit services, among other considerations. . The costs and timing of such investments should also be determined.

16. FINANCIAL COSTS AND BENEFITS OF DRAPER RELOCATION

MGT was tasked with identifying the financial costs and benefits or relocating the prison in Draper. The first steps in our analysis were to identify and list those costs and those benefits that might result from this move. We identified the following potential costs of relocation:

- **Construction cost of a replacement facility**. If Draper is moved, a new facility will need to be built elsewhere to house its inmate population. For the purposes of developing the cost of this item, we assumed:
  - Bed-for-bed replacement – the 3,980 beds at Draper will be replaced with 3,980 beds at a new facility.
  - Cost of new bed construction – Rosser International developed an average costs per bed of $110,000 for new construction. The methodology used to identify this cost is provided in the Appendix. This amount is based on a total project cost.
- **Cost of the demolition of the Draper facility**. As inmates are relocated to a new facility, demolition of the existing structure can begin. There currently are over 100 buildings and more than one million square feet of floor space at Draper that would need to be torn down. Our methodology for developing the demolition costs are provided in the Appendix.
- **Cost of new site purchase and development**. A new prison site would need to be purchased and would likely require some site work/development before a prison could be constructed. Our team member Jones/Lang/LaSalle provided us with currently listed properties that generally met our minimal site requirements as comparables. Additionally the Louis Berger Group provided us with past prison site work/development examples to arrive at an overall estimated cost for site purchase and development.
- **Other costs**. In our interviews and meeting with State of Utah staff we found that there were two outstanding grants that would need to be repaid, on a prorated schedule, should Draper be demolished. We found grants from two sources that would need partially repaid:
  - Violent Offender Incarceration and Truth-in-Sentencing grant (VOI/TIS). There are three disbursements of funds from this grant source:
    - $3,363,749 to build 300 minimum beds at Draper which was completed 11/30/2000.
    - $438,704.46 to upgrade locks in housing unit Unita 3 which was completed 3/22/2002.
    - $1,024,314 for remodeling Promontory and security upgrades for The Timpanogos facility which was completed 6/30/2005.
  - Energy Service Company grant (ESCO). The department identified two grants with a combined payoff of July 30, 2019 of $4,879,051.96.

The benefits from the relocation of the Draper property include the economic impact from the development of the Draper sites. Specific benefits include:

- Value of Draper property if sold. PRADA, separate from MGT's analysis, contracted with Valbridge | Free and Associates, Inc. to conduct an appraisal of the 680.6 acres of the Draper property. Their appraised property value will be used.
- Economic benefit from the development of the Draper prison site. The Louis Berger Group, with support from Jones/Lang/LaSalle, developed an economic impact analysis. This analysis identified the total economic output that would be generated annually once the property was fully redeveloped. It also identified the annual tax benefits to the local and state government from a full build-out of the property.
- Cost Avoidance at Draper. The Draper facility is an aging structure with many buildings over 50 to 60 years old. Our tours of the facility found housing areas that could not support more modern methods of supervision and that required constant repair and maintenance. Independent from MGT's contract, the Department of Facilities and Construction Management (DFCM) hired a firm to estimate the total 20 year future repair and maintenance costs of the Draper facility. This estimate, completed by Procost, factored in the replacement of those aging structures that were inefficient and expensive to maintain.

Identified Costs and Benefits: The value of the costs and benefits have not been escalated for future years. They represent costs in today's dollars.

Costs:

Associated Costs of Relocating Draper Prison	Costs
Construction cost of a replacement facility	$437,800,000
Cost of the demolition of the Draper facility	$8,882,066
Cost of new site purchase and development	$20,000,000
Cost (approximate) of repaying VOI/TIS grant	$2,000,000
Cost (approximate) of repaying ESCO grant	$2,500,000

Benefits:

Associated Benefits of Relocating Draper Prison	Benefits
Appraised value of property	$51,300,000
Cost avoidance – 20 years of repairs/maintenance at Draper	$238,925,111
Economic output from full development	$1,887,888,855

We note that the economic impact from development of the Draper site is not a direct benefit to the state. Our analysis found that the total annual state and local tax benefits were $94.6 million once the site was fully developed.

17. SITE SELECTION

FACILITY SITING PROCESS

If the Draper prison is to be relocated, one or more potential new prison sites will need to be identified and acquired by the State of Utah. MGT's team has developed a siting process outlined below. MGT announced the initiation of this process at a public hearing held on Thursday, January 16, 2014.

PHASE 1: CORRECTIONAL FACILITY SITING AND DEVELOPMENT PROCESS

- Correctional System Needs and Priorities
  - Establish facility needs and requirements
  - Determine siting criteria
  - Identify location preferences
  - Develop implementation schedule
- Inventory of Prospective Sites
  - Develop/distribute siting information packet
  - Seek out supportive/interested host communities
  - Respond to property owners/representatives offering sites
  - Screen universe of prospective sites against established criteria
- Community Relations
  - Develop communication plan for information sharing/public involvement
  - Engage community leaders, stakeholders, public, others in the process
  - Establish/maintain ongoing dialogue with community leaders throughout the process

PHASE 2: CORRECTIONAL FACILITY SITING AND DEVELOPMENT PROCESS

- Site Evaluations, Selection, Acquisition
  - Perform in-depth evaluations of highly rated sites
    - Environmental resources/ infrastructure
    - Acquisition/development costs
    - Development approval/permitting process
    - Implementation schedule
    - Stakeholder/community involvement
  - Compare, rate and rank sites
  - Select preferred site(s), acquire option, purchase site
- Engineering Support

  - Land surveys/geotechnical investigations
    - Site planning/preliminary engineering
    - Traffic/utility studies

PHASE 3: CORRECTIONAL FACILITY SITING AND DEVELOPMENT PROCESS

- Development Approvals
  - Prepare development applications
    - Land entitlements, road access, other permits
    - Utility agreements, connection permits
- Project Implementation
  - Determine project financing and delivery method
  - Engage architect, engineer and construction contractor
    - Project design
    - Construction
  - Commissioning
  - Activation

MGT's team has extensive experience siting correctional facilities across the country. For the State of Utah the following minimum criteria have been established for new prison sites:

CORRECTIONAL FACILITY SITING CRITERIA

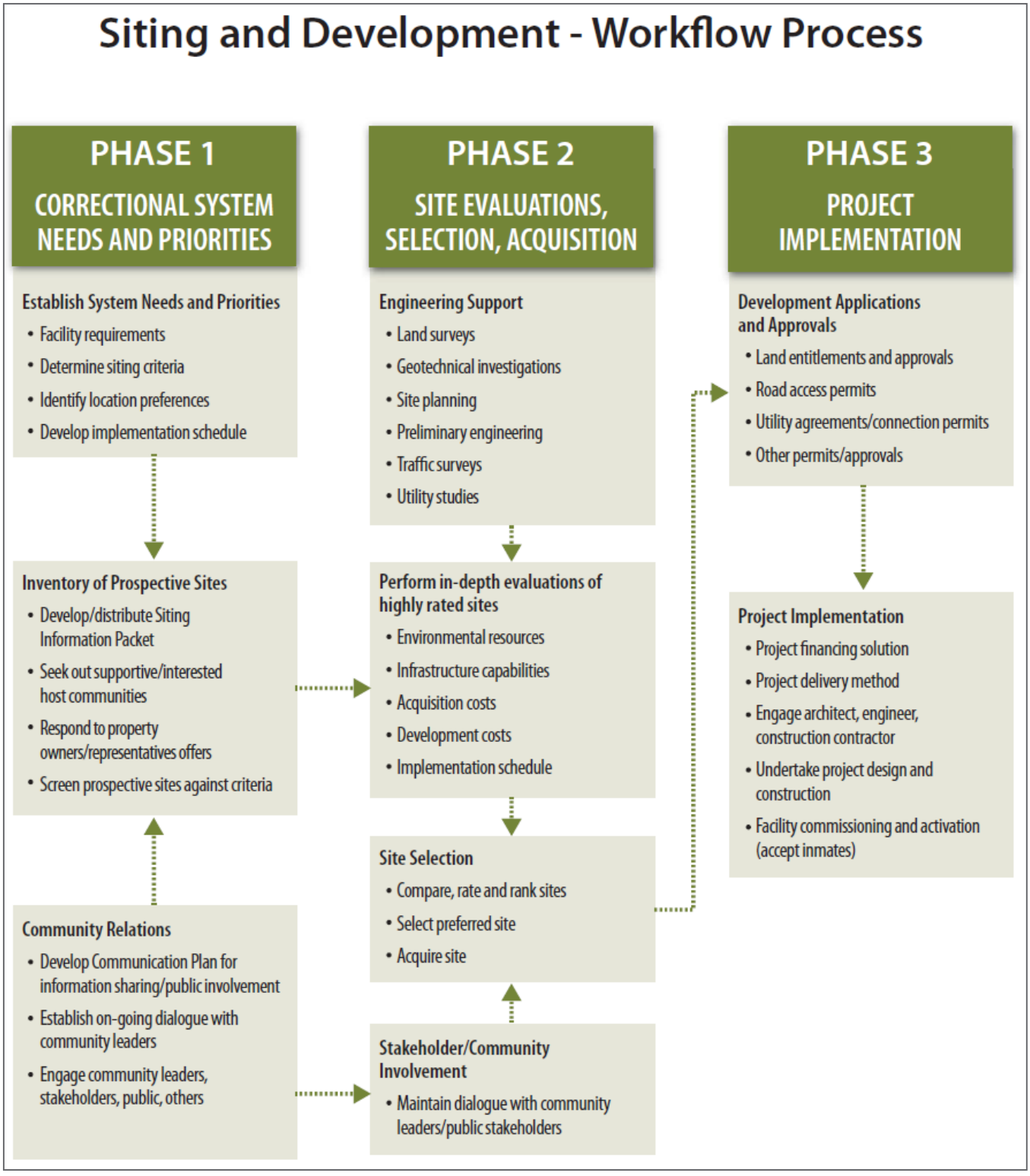
- Land Requirements
  - 400 to 500 usable acres
  - Minimal environmental constraints
    - Wetlands
    - Floodplains
    - Waste contamination
    - Historic sites
  - Well drained with minimal slope (less than 5 percent)
  - Not subject to liquefaction
- Infrastructure Requirements
  - Water Supply
    - 350,000-500,000 gallons (average per day)
    - Publicly owned/operated water systems preferred
    - On-site water supply acceptable (with adequate supply and water rights)

- Wastewater Treatment
  - 300,000-450,000 gallons (average per day)
  - Publicly owned/operated treatment works preferred
- Electric Power
  - Primary transmission system 69KV or higher
  - Secondary source for redundancy preferred
- Natural Gas
  - To be determined based on needs and availability
- Transportation
  - Access to state, U.S., and/or interstate highways
  - Public transit access a plus

- Other Factors of Importance
  - Supportive community (government, business community, public)
  - Proximity to population concentrations
  - Access to University of Utah medical facilities and hospitals
  - Physical site quality and acquisition cost
  - Utility service availability, reliability, quality, and costs
  - Response time for fire protection and EMS services

The flowchart on the following page graphically details the siting and development process.

FIGURE 17-1: SITING AND DEVELOPMENT PROCESS



APPENDIX A: ESTIMATE OF DRAPER DEMOLITION COSTS

The following is an order of magnitude of probable construction cost (OMPCC) for the demolition of various buildings at the Utah State Prison located in Draper, Utah.

METHODOLOGY:

The following methodology was used to develop the OMPCC:

Basis:

The listing of buildings including functional characteristics, locations, year of construction, and demolition cost estimates contained in a report developed by Wilstrom Economic & Planning Consultants, Inc., Carter Goble Lee, LECG, and DMJM dated October 2005 (WCLD Report) were used as a basis for this OMPCC.

Existing Building Review:

The existing buildings were reviewed on November 8, 2013 by William Golson, Brad Sassatelli, and Steve Turley. The interior and exterior of the Wasatch Facility was toured. Other Draper faculties were reviewed from the exterior via an automobile "drive around."

Confirmation of Existing Condition Variance from 2005 to 2014:

A listing of the existing facilities was forwarded to Steve Turley on January 1, 2014 for confirmation of any change in conditions that may have occurred between 2005 and 2014 affecting demolition cost. A response to this inquiry indicating those buildings currently applicable for demolition is forthcoming and will serve to modify this report DRAFT.

Costing Process:

Costs contained in the OMPCC are based on costs of the buildings deemed applicable by the owner for demolition costing contained in the WCLD Report.

Cost Escalation:

Demolition costs contained in the WCLD Report have been escalated in this OMPCC to account for variance in construction cost between 2005 and 2014. Cost escalation was determined using the following:

1. RS Means 2005 to 2013:

    a. Using 1993 as a baseline of 100 for across the United States

        i. Historical cost index for Denver in 2005 = 151.6

        ii. Historical cost index for Denver in 2013 = 197.6

    b. 197.6 / 151.6 = 1.303 or a 30.3 percent increase

2. Marshall & Swift / Boeckh Index:

    a. 2005; Denver, commercial building, steel, and concrete construction: Index # = 2123.6

    b. 2013; Denver, commercial building, steel, and concrete construction: Index # = 2763.1

    c. 2763.1 / 2123.6 = 1.301 or a 30.1 percent increase

3. California Construction Cost Index, developed by the California Department of General Services (DGS) based on indexes published monthly by the Engineering News Report (ENR); January 17, 2014

    a. December 2005 Index 4614

    b. December 2013 Index 5901

    c. 5901/4614 = 1.2786 or a 27.8 percent increase

Based on the above, the unit cost for each of the building groupings in the OMPCC include a cost escalation factor of 31 percent for units cost in the WCLD Report projected to January 1, 2014.

SUMMARY:

Based on data included in the WCLD Report with applicable selected building confirmed by the owner and with cost escalation based on January 1, 2014, the OMPCC for building to be demolished at the Draper State Prison at Draper, Utah is projected at $8,882,060.

TABLE 1: PROBABLE COST OF DEMOLITION

Utah State Prison at Draper, Utah						
Order of Magnitude Estimate of Probable Cost of Demolition						
DRAFT JANUARY 17, 2014						
Building	**Function**	**Location**	**Year**	**Area**	**$/SF**	**Cost**
WASATCH						
Wasatch Administration	Housing	South Point	1948	9,408		
Wasatch Visiting	Housing	South Point	1948	3,430		
Wasatch A Block	Housing	South Point	1951	25,046		
Wasatch B Block	Housing	South Point	1951	16,128		
Wasatch B North Block	Housing	South Point	1951	7,440		
Wasatch C Block	Housing	South Point	1977	19,488		
Wasatch D Block	Housing	South Point	1951	16128		
Wasatch Gym	Housing	South Point	1951	7622		
Wasatch CRO Office	Housing	South Point	1951	840		
Wasatch Dental	Housing	South Point	1951	10675		
Wasatch Diagnostic	Housing	South Point	1951	16368		
Wasatch Corridor	Housing	South Point	1951	7840		
Wasatch Infirmary	Programs	South Point	1976	20,585		
Wasatch Chapel	Programs	South Point	1961	5,462		
Wasatch Library	Programs	South Point	1951	2,520		
Wasatch HVAC Shop	Support	South Point	1993	1,612		
Wasatch Culinary	Support	South Point	1951	27,156		

TABLE 1: PROBABLE COST OF DEMOLITION (CONTINUED)

Building	Function	Location	Year	Area	$/SF	Cost
WASATCH						
Wasatch Laundry	Support	South Point	1951	4,116		
Wasatch Boiler Room	Support	South Point	1951	7,406		
Wasatch Pope Fitters Shop	Support	South Point	1980	264		
Wasatch Total				**209,534**	**$13.10**	**$2,744,895**
OQUIRRH						
Oquirrh Administration	Housing	South Point	1967	14,246		
Oquirrh Gym	Housing	South Point	1967	15,600		
Oquirrh Visiting	Housing	South Point	1967	4,200		
Oquirrh 1 Dorm	Housing	South Point	1987	9,714		
Oquirrh 2 Dorm	Housing	South Point	1987	9,714		
Oquirrh 3 Dorm	Housing	South Point	1987	9,714		
Oquirrh 4 Dorm	Housing	South Point	1987	9,714		
Oquirrh 5 Dorm	Housing	South Point	1967	35,600		
Oquirrh Chapel	Programs	South Point	1980	6,672		
Oquirrh Total				**115,174**	**$11.14**	**$1,282,462**
SSD DORMS						
SSD Dorms	Housing	South Point	1959	16,100		
SSD Hobby Craft	Programs	South Point	1970	208		
SSD Total				**16,308**	**$7.86**	**$128,181**
UNITA						
Uinta Administration	Housing	South Point	1987	5,250		
Uinta 1	Housing	South Point	1987	36,608		
Uinta 2	Housing	South Point	1998	29,420		
Uinta 3	Housing	South Point	1987	27,944		
Uinta 4	Housing	South Point	1998	29,420		
Uinta 5	Housing	South Point	1968	23,751		
Uinta Support	Housing	South Point	1987	15,040		
Unita Total				**167,433**	**$9.17**	**$1,535,361**
TIMPANOGOS						
Timpanogos Admin. 6	Housing	North Point	1983	21,493		
Timpanogos Star 1	Housing	North Point	1983	17,656		
Timpanogos Star 2	Housing	North Point	1983	17,656		
Timpanogos Star 3	Housing	North Point	1983	17,656		
Timpanogos Star 4	Housing	North Point	1983	17,656		
Timpanogos Chapel	Programs	North Point	1997	5,850		
Timpanogos Auto 5 VT	Programs	North Point	1983	3,144		
Timpanogos 5 Gym	Programs	North Point	1983	**6,335**		
Timpanogos 5 Building VT	Programs	North Point	1983	8,721		
Timpanogos Maintenance	Support	North Point	1983	2,229		
Timpanogos Culinary	Support	North Point	1983	9,855		
Timpanogos Total				**128,251**	**$9.17**	**$1,176,062**
Olympus		North Point	1985	36,560		
Housing Modular (OLY)	Housing	North Point	1993	2,662		
Olympus Total				**39,222**	**$9.17**	**$359,666**

TABLE 1: PROBABLE COST OF DEMOLITION (CONTINUED)

Building	Function	Location	Year	Area	$/SF	Cost
Promontory		North Point	1995	**65,000**	**$6.55**	**$425,750**
Lone Peak		North Point	2000	**37,500**	**$3.93**	**$147,375**
UTAH CORRECTIONAL INDUSTRIES						
UCI Sign Shop	Programs	South Point	1966	10,560		
UCI Flammable	Programs	Draper	1957	96		
UCI Plate Plant	Programs	South Point	1960	25,900		
UCI Furniture Shop	Programs	South Point	1981	21,563		
UCI Modular Show Room	Programs	Draper	1995	9,072		
UCI Sewing Building	Programs	Draper	1997	15,147		
UCI VT Sewing	Programs	Olympia	1998	5,200		
UCI Warehouse	Programs	Draper	1984	3,210		
UCI Storage	Programs	Draper	1944	6,350		
UCI Milk Processing Plant	Programs	Draper	1957	8,843		
UCI Dairy Barn	Programs	Draper	1960	3,192		
UCI Meat Processing	Programs	Draper	1958	6,449		
UCI Hog Shelter	Programs	Draper	1950	1,600		
UCI Farm Storage	Programs	Draper	1957	1,800		
UCI Farm Quonset Hut	Programs	Draper	1981	5,000		
UCI Agriculture Building	Programs	Draper	1981	9,856		
UCI North Lounge Shed	Programs	Draper	1957	1,248		
UCI Total				**135,086**	**$3.93**	**$530,888**
MISCELLANEOUS PROGRAMS						
VT Modular	Programs	North Point	1996	7,668		
Education Modular	Programs	North Point	1993	2,556		
Education Modular (Olympia)	Programs	North Point	1993	924		
Mental Health Modular (Olympia)	Programs	North Point	1994	1,904		
North Point Modular Classroom	Programs	North Point	1987	1,704		
Greenhouse	Programs	South Point	1980	324		
Car Wash	Programs	South Point	1983	600		
Miscellaneous Programs Total				**15,680**	**$3.93**	**$61,622**
SUPPORT						
File Storage Building	Support	Draper	2001	2,500		
Property Warehouse Tower 7	Support	North Point	1983	10,640		
Entrance Guard House	Support	North Point	1996	1,600		
Tower 1	Support	South Point	1951	140		
VCC	Support	South Point	1985	2,100		
Tower 2	Support	South Point	1951	70		
Tower 3	Support	South Point	1951	70		
Tower 4	Support	South Point	1951	70		
Tower 5	Support	South Point	1951	70		
New VDS	Support	South Point	1998	200		
Old VDS	Support	South Point	1981	288		
North Gate House	Support	South Point	1986	1,020		
Control Tower Transportation	Support	South Point	1984	4,100		

Maintenance Carpenter Shop	Support	South Point	1957	2,460		

TABLE 1: PROBABLE COST OF DEMOLITION (CONTINUED)

Building	Function	Location	Year	Area	$/SF	Cost
SUPPORT						
Maintenance Plumbing 1	Support	South Point	1958	260		
Maintenance Plumbing 2	Support	South Point	1958	375		
Central Maintenance	Support	South Point	1958	11,832		
Maintenance Car Port	Support	South Point	1985	4,968		
Swat Training Building	Support	South Point	1957	3,784		
Little Willow Pump House	Support	South Point	1976	98		
Flammable Storage	Support	South Point	1980	1,026		
Central Warehouse	Support	South Point	1980	22,625		
Dog Kennel	Support	South Point	1981	625		
Swat Kitchen	Support	South Point	1982	1,575		
Geothermal Well Pump House	Support	South Point	1984	390		
Wardens Administration	Support	South Point	1984	11,407		
Motor Pool Garage	Support	South Point	1987	7,500		
Swat Garage	Support	South Point	1996	1,681		
Support Total				**93,474**	**$5.24**	**$489,804**
Grand Total				**1,022,662**		**$8,882,066**
The following buildings are assumed to remain.						
Power Substation	Support	Draper	1995	800		
UDC Administration Building	Support	Draper	2001	61,080		
Fred House Training Academy	Support	Training	1985	26,000		
Pump House	Support	Training	1985	304		
Maintenance Garage Armory	Support	Training	1985	720		
Training Academy Mod 2	Support	Training	1996	1,036		
Training Academy Mod 1	Support	Training	1996	1,036		
S.L County Water Pump	Support	Training	1981	361		
Total				**91,337**		

APPENDIX B: PER BED CONSTRUCTION COST ESTIMATE

The following is an order of magnitude cost estimate for a new prison located in Utah. It is based on historical data and best professional judgment. It is not based on any specific design and therefore cannot be guaranteed. The estimate is divided into two parts, construction cost (CC) and soft cost (SC) where:

CC = Construction Cost, the cost of site improvements and building construction including all fixtures and equipment affixed to the building.

SC = Soft Cost, the cost of non-construction related items such as professional fees, land, testing, movable fixtures and equipment, and budget contingencies.

METHODOLOGY:

CC: CONSTRUCTION COST

Construction cost was developed using the following formula:

I times SF/I times Cost/ GSF= CC

where:
I = Number of inmates to be incarcerated in the prison
SF/I = Area of the building per Inmates
Cost/SF = Cost of construction per square foot

SF/I:
The gross building area per number of inmates was developed using historical data from other similar prisons in the United States. An example of this data is as follows:

Coyote Ridge Correctional Center
Connell, Washington
Facility Type: New prison with minimum and secure housing units and support services.
Time Frame: Mid construction May 2007
Area: 564,000 GSF
Inmates: 1024 Minimum; 1024 Secure = 2048
SF/Inmate: 275

CUCF West 1 192 (and 288) Bed Facility
Gunnison, Utah
Facility Type: New prison addition with minimum and secure housing units and support services.
Time Frame: Bid date June 15, 2014 (estimated by Utah Department of Corrections)
Area: 122,000 GSF

Inmates: 288 Minimum; 192 Secure = 480
SF/Inmate: 254

Cost/SF:
The cost per square foot was developed using historical data from other similar prisons in the United States. An example of this data is as follows:

Coyote Ridge Correctional Center
Connell, Washington (See description above)
Area: 564,000 GSF
Construction Cost: $198,914,563 (May 2007 mid construction)
Construction Cost/SF: $322
The Construction Cost/SF escalated from May 2007 to January 1, 2014 (25 percent) with a relocation factor from Washington State to Utah (.877): $353

CUCF West 1 192 (and 288) Bed Facility
Gunnison, Utah (See description above)
Area: 122,.000 GSF
Construction Cost: $46,000,000
Construction Cost/Inmate: $377

Calculation:
The following table illustrates a comparison between Coyote Ridge Correctional Center and CUCF West 1 192 (and 288) Bed Facility.

Construction Cost/Bed:
(SF/I) times (Cost/SF) = Cost/Bed

	SF/Inmate	CCost/SF	CCost/Bed
Gunnison	254	377	95,833
Coyote Ridge	275	353	97,126

SC: SOFT COST:

Industry standards indicates a range of 10 percent to 20 percent of construction cost. For comparison purposes the above calculation uses 12.8 percent based on Gunnison estimates.

Calculation:
The following table illustrates a comparison between Coyote Ridge Correctional Center and CUCF West 1 192 (and 288) bed facility.

Gunnison	Minimum	Maximum	Total	%/CC
Beds	288	192		
Construction Cost	$22,200,000	$23,800,000	$46,000,000	
Construction Cost/Bed	$77,083	$123,958	$95,833	
Project Cost	$25,147,500	$26,747,500	$51,895,000	1.128152
Project Cost/Bed	$87,318	$139,310	$108,115	

Coyote Ridge	Minimum	Maximum	Total	%/CC
Beds	1,024	1,024		
Construction Cost	$86,484,593	$112,429,970	$198,914,563	
Construction Cost/Bed	$84,458	$109,795	$97,126	
Project Cost	$97,567,781	$126,838,116	$224,405,897	1.128152
Project Cost/Bed	$95,281	$123,865	$109,573	

Note: Data for Gunnison is based on information from the Utah Department of Corrections.

RECOMMENDATION:

Based on this analysis the following costs are indicated:

	Minimum	Medium	Maximum
Construction Cost/Bed	$85,000	$100,000	$115,000
Project Cost/Bed	$90,000	$110,000	$130,000

SUMMARY:

Based on the assumptions above the anticipated cost of construction in January 2014 is as follows:

Project Cost of New Prison in Jan 2014				
Type of Prison		Minimum	Medium	Maximum
Project Cost per bed		$90,000	$110,000	$130,000
1,000	beds	$90,000,000	$110,000,000	$130,000,000
1,500	beds	$135,000,000	$165,000,000	$195,000,000
2,000	beds	$180,000,000	$220,000,000	$260,000,000
2,500	beds	$225,000,000	$275,000,000	$325,000,000

Escalation beyond January 2014 is not included. Industry standards project potential escalation of between 3 percent and 7 percent per year.

APPENDIX C: CUCF EXPANSION DESIGN REVIEW

DRAWING REVIEW

Central Utah Correctional Facility
Gunnison Phase IV
192-Bed Addition
Gunnison, Utah
Prepared by:
DMJM H&N/AECOM
ARCHIPLEX GROUP, CRS, PVE INC.
Final Record Drawings
Dated October 20, 2009

January 24, 2014
DRAFT

The following is a review of the final record documents for the Central Utah Correctional Facility; Gunnison Phase IV 192-Bed Addition, dated October 20, 2009 prepared by DMJM H&N/AECOM.

GENERAL

The purpose of this review is to provide a report of recommendations concerning architectural plans for a future 192-bed addition for the Gunnison facility. For purposes of this report this addition shall be termed the "Expansion Project." The scope of this report does not include a review of civil engineering, food service, building engineering or a review of technical specifications. The building for which these plans were prepared, the Hickory Unit, was completed in 2009. Plans for the Expansion Project are not available. The plans for the Hickory Unit are in the opinion of the Utah Department of Corrections similar to a proposed future 192-bed addition. Therefore, the final record documents for the Hickory Unit Plans for the Central Utah Correctional Facility; Gunnison Phase IV 192-Bed Addition, dated October 20, 2009 prepared by DMJM H&N/AECOM, should be reviewed for this report. For the purposes of this report the Hickory Unit documents reference above shall be termed "Review Documents."

The Review Documents were provided to Rosser International, Inc. by the Utah Department of Corrections.

METHODOLOGY

The methodology for this review involved the tour of the facility, discussion with the facility user and document review.

Facility Tour

On November 8, 2013, William Golson, Rosser International; Brad Sassatelli, MGT; and Shane Nelson, Deputy Warden for housing for the Gunnison Facility toured the Gale Unit, a 288-bed dormitory housing unit and the Hickory Unit, a 192-bed maximum security celled housing unit and other

support buildings. The Review Documents were used to construct the Hickory Unit. During the tour Mr. Nelson provided information relative to building function and requirements for the future utilization of the Hickory Unit for reuse in the Expansion Project.

Document Review

The Review Documents were reviewed for the following:

1. Basic Design
2. Building and Life Safety Code Compliance
3. Standards Compliance

PROJECT DESCRIPTION

Location

The Hickory Unit is located at the Central Utah Correctional Facility in Gunnison, Utah. The building site of the Hickory Unit is situated inside the existing secure perimeter adjacent to and connected to existing housing units. The building site for the Expansion Project is situated adjacent to the Hickory Unit and will be a free standing building with the potential for three (3) attached future housing additions.

Mission

The mission of the facility is to provide additional high security housing for male inmates.

Area

Approximately 56,000 GSF

Construction

Slab on Grade; Masonry and Concrete bearing partitions with steel frame roof system. One-story with mezzanine.

Design

Basic Layout

The Hickory Unit is a single housing unit addition which completes a four housing unit cluster forming a "clover leaf" arrangement. In the center of the "clover leaf" is a cluster control surrounded by support functions for each of the four housing units.

Support

The support area contains off-unit functions such as staff locker/toilets, intake holding, staff offices, classrooms and a chapel for 238 persons. On-unit functions include staff offices and multipurpose rooms. Secure corridors connect the housing unit providing secure circulation between housing units and secure access to support areas and programs.

Housing Unit

The housing unit contains six (6) housing pods, each with thirty-two (32) beds for a total of one hundred ninety-two (192) beds. Each pod is arranged with a ground floor and a mezzanine. The ground floor contains eight (8) cells, each with two (2) beds in a bunked configuration for a total of

sixteen (16) beds. The mezzanine contains eight (8) cells, each with two (2) beds in a bunked configuration for a total of sixteen (16) beds. Outdoor recreation yards are shared by two (2) adjacent housing pods. The housing unit is configured in a radial arrangement with a glass enclosed control room at the center. Inmates are managed by visual observation from the control room. A staff toilet is located at a basement level of the control room. The cells are arranged at the perimeter of the radial form with all plumbing located on the exterior wall. A continuous mechanical chase is located along the housing perimeter at the rear of the cells. A mechanical room is located above the control room and adjacent support areas.

DESIGN COMMENTS

Basic Layout

The basic layout functions well. It is efficient and consistent with the functional, circulation and access patterns of the existing three (3) housing units.

Support Element

The support element is well located and easily accessible to the housing unit and the main corridors of the cluster. The corridors in the support element that access the housing unit (N428 andN669) provide good sight lines from both the cluster control and the housing control. They are fitted with a series of security doors that provide compartmentalization and security for a variety of functions relating to both staff and inmates. In a high security housing unit inmate movement is limited. However, based on 192 inmates, there could be considerable movement in these corridors. Consider widening the corridor from 7 ft-9 inches to 10 ft-0-in. It is assumed that room OMR N430 is a multipurpose room for inmate programs. As such the sliding corridor door might better be located south of the door accessing this room for enhanced inmate control in the corridor. Consider moving door N668 from corridor N669 to the existing corridor near cluster control. This will allow access to Electronics N668 by staff without entering the housing unit corridor. Consider locating a short east-west wall in the "V" shaped intersection of walls in the south portion of Classroom #4 N667 for better constructability and better use of space. There is a similar condition in Storage N680 and Janitor N665. If inmates should be provided access to rooms Case Manager N433 and N434 doors should swing out of the rooms.

Housing Unit

The housing unit is a well-planned response to a staff efficient high security custody environment. It has excellent sight lines from the control room to dayrooms, cells and wet areas in the housing pods as well as to the outdoor recreation areas. The exceptions to this are sight lines to the multipurpose room N430. Consider swapping the locations of Storage N429 and OMR N430 to and providing glazing in OMR walls to improve sight lines. It is assumed that high secure custody inmates will dine in the housing unit either in the cells or in the dayroom. Confirm that the number of tables in the dayroom is consistent with this philosophy. If dining is in the dayroom consider providing a counter for beverages. Toilet flooding is often a problem in high secure custody level housing units. Consider additional floor drains located nearer the cells. Water migration from showers into the dayroom is problematic. Consider providing a drying area in front of the showers to help mitigate this problem. Shower heads should be on a side wall rather than a rear wall. Moving inmates back and forth from recreation yards to housing unit cells for restroom use can be disruptive. Consider locating a combination toilet sink water fountain in the recreation yard. There are two (2) doors from each

dayroom to recreation yards. Confirm that two (2) doors are required. A door is provided from the circular corridor at the control room to recreation yard N424. Consider adding doors from the circular corridor at the control room to recreation yards N410 and N417. It is important in indirect supervision to maintain as clear a vision between the control room and the dayroom as possible. Even with full glazing the number and placement of mullions supporting the glass can be obstructive. The addition of structural columns in the glass wall adds considerable width to the mullions. There is a structural column in the glass wall between the control room and the dayroom at housing pods N4-1, N4-4 and N4-5. There is also a "dog leg" configuration in the glass wall. Consider relocating the structural column and removing the "dog leg" to improved view through the glazing.

Using the Hickory Unit Design for the Expansion Project

It is assumed that the Hickory Unit design will be used for the initial construction portion of an ultimate four (4) housing unit cluster or "clover leaf" arrangement similar to the existing Hickory Unit cluster. To accomplish this, the Hickory Unit design will require the addition of an off unit corridor system which was already present when the Hickory Unit was constructed but will not be present in the Expansion Project.

Other elements of the Hickory Design such as mechanical and electrical support systems should be confirmed for possible reliance on the existing housing portion in the Hickory Unit cluster.

BUILDING CODE COMMENTS

Codes with State Amendments, effective July 1, 2013:

(From Construction Code Amendments 2013 General Session State of Utah - H.B. 310)

- 2012 edition of the International Building Code (IBC), to include Appendix J, issued the International Code Council
- 2011 edition of the National Electric Code (NEC), issued by National Fire Protection Association
- 2012 edition of the International Plumbing Code (IPC), issued by the International Code Council
- 2012 edition of the International Mechanical Code (IMC), issued by the International Code Council
- 2009 edition of the International Energy Conservation Code (IECC), issued by the International Code Council
- 2012 edition of the International Fuel Gas Code (IFGC), issued by the International Code Council

*Occupancy Group 1-3, condition 4
*Type of Construction 1B
Sprinklers - required
*Number of Stories 1+ Mezzanine, Building Height 28'-5 3/4"
*Floor Area:

	Housing Component	Admin. Component
Lower Level	447 SF	
1st Floor	26,299 SF	14,530 SF
Mezzanine	11, 485 SF	
Mechanical Floor	3,130 SF	
Subtotals	41,361 SF	14,530 SF
Total	**55,891 SF**	

Allowable Area: unlimited

*Note: Information is taken from code analysis on Central Utah Corrections Facility Gunnison Phase IV Final Bid Package dated March 12, 2007.

The building complies with the following:

- Maximum Travel Distance with Sprinkler 200 ft-0-inch (IBC Table 1016.2)
- Common Path of Egress Travel – 100 ft-0-inch (IBC Table 1014.3)
- Exit Width for Stairs - 0.02-inch capacity factor per occupant (IBC 1005.3.1)
- Exit Width for Doors - 0.15-inch capacity factor per occupant (IBC 1005.3.2)
- Corridor Fire Rating – 1 hour with sprinkler system (IBC Table 1018.1)
- Mixed Occupancy - I-3/A-3 - The A-3 assembly area (Chapel/Meeting Room) is an accessory occupancy per IBC 508.2. No separation is required per IBC 508.2.4.

Consider the following items:

IBC 1208.1 - Minimum room widths. Habitable spaces, other than kitchen, shall be not less than 7 feet in any plan dimension. *Cells are dimensioned as 6 ft-2 1/8-inch wide.*

IBC 408.6 Smoke Barrier - Divide every story occupied by residents for sleeping into no fewer than two smoke compartments or provide a direct exit that complies with one of the exceptions.

1. A public way
2. A building separated from the residential housing area by a 2-hour fire resistance rated assembly or 50 feet of open space
3. A secured yard or court having a holding space 50 feet away from the housing area that provides 6 square feet or more of refuge area per occupant, including residents, staff and visitors.

IBC 408.8.1 Sleeping rooms are required to be separated from adjacent common spaces with smoke tight partitions per

Provide exterior walls and entry area at corridor N199 and N647.

STANDARDS COMMENTS

A. The Utah Department of Corrections "Secure Facilities Design Guidelines," June, 2005 was published more than five years after this 192-Bed facility was designed. Consequently, while there may be discrepancies, it is no reflection on that original design.

1. **Classification Level vs. Bed Capacity and Bed Type**: How many modifications will be needed to update this housing unit design to the Guidelines will be significantly affected by which Classification Level is intended for inmates in the new unit. One of the most noticeable elements affected by Classification Level under the Guidelines is the configuration and type of bunks required.

   a. **Maximum (1-2) Classification Levels** under the Guidelines prohibit upper bunks entirely, thereby cutting the nominal capacity of the addition in half, from 192 beds to 96 beds. They also prohibit the indicated steel bunks, requiring concrete slab bunks instead. The metal wall panel cell construction shown in this design may also become less cost effective with this concrete slab bunk requirement, since the Guidelines also require CMU or concrete to support it and close off the space underneath it to the floor.

   b. **Medium (3-4) Classification Levels** appear to be the intended level of the original design. Using Medium (3-4), the Guidelines will allow a new unit using the full 192-bed nominal capacity, with wall hung steel upper and lower bunks, and metal wall panel cell construction as designed.

   c. **Minimum (5-6) Classification Levels** under the Guidelines can also use the capacity, bunks, and wall panels as designed. However, it would not be an efficient use of resources to house Minimum classification inmates in this 192-bed unit designed with cells. Minimum classification beds can be provided more economically in a dormitory type housing unit such as the CUCF 288-bed unit. .

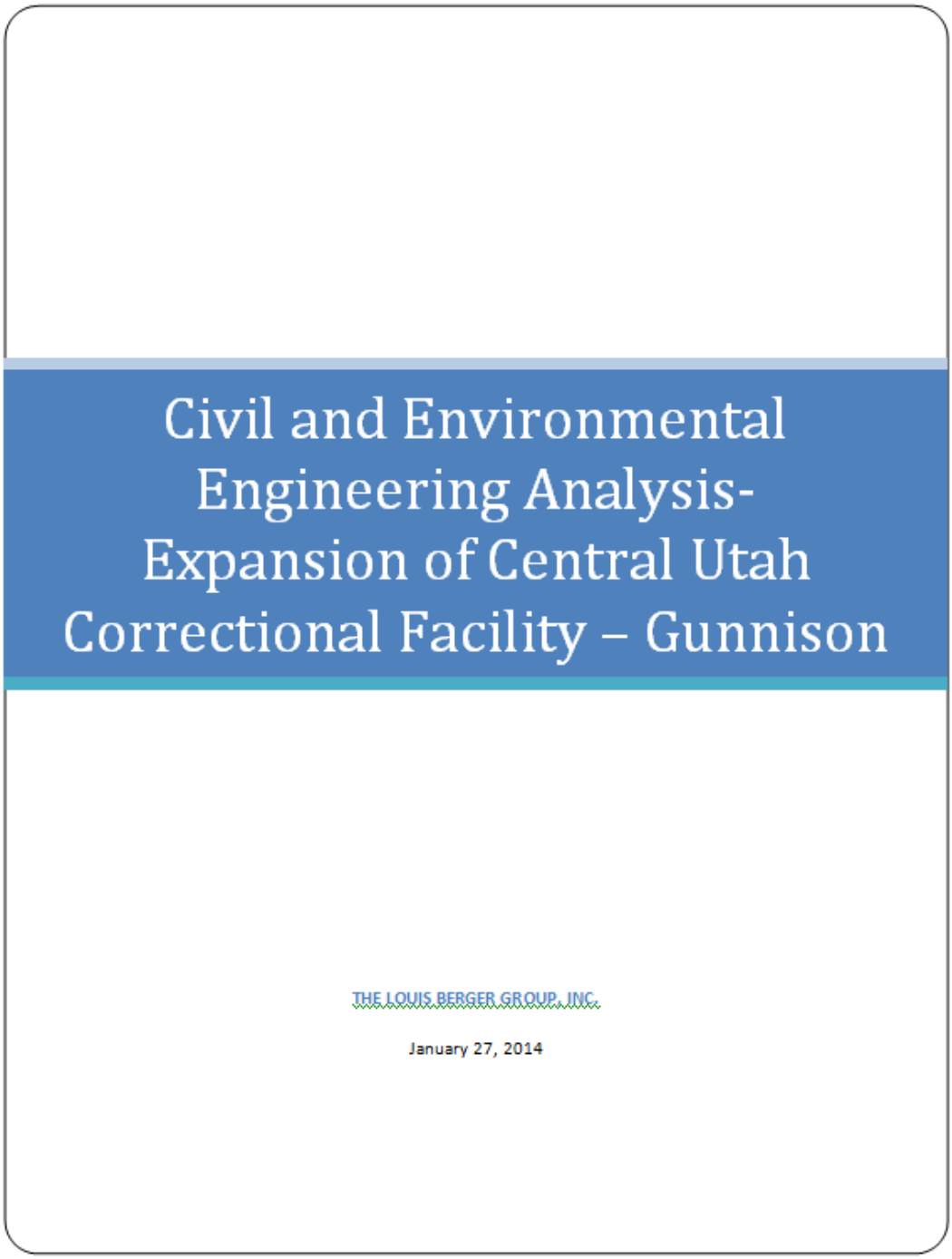
2. **Metal Panel Cell Wall and Ceiling Construction:** At all Classification Levels, whether Maximum, Medium or Minimum, the Guidelines indicate Cell/ Dorm Walls within a unit can be steel walls as long as they meet ASTM F2322 Grade No. 1; however the Guideline for Ceilings at Cells requires exclusively Concrete Slabs. Steel panel ceilings presently drawn over upper tier cells will have to be modified to concrete unless this requirement is changed.

3. **Windows in Dayroom to Rec. Yard Walls**: Guidelines requirements for an ASTM F-1915 Grade 2 glazing system for Maximum and Medium Classification Levels are met by Window W-3 as drawn on A-401 along with detention grade details as drawn on A-405. However Drawing A-602 has a contradictory non-compliant note that these should instead be "Commercial Hollow Metal Frame Window w/ Low-E Glazing, Typ." The Guidelines and these conflicting requirements need to be reconciled.

B. The American Correctional Association "Adult Correctional Institutions, 4th Ed.," as modified through the "2012 Standards Supplement" includes many requirements that were in effect at the time of this design, but also many that were changed or added later.

1. **Shower Quantity**: Per 4-4139, the requirement is 1 shower per 8 inmates. Therefore each 32 inmate dayroom should have four showers, not just three as designed. The Utah Guidelines do not have any requirements indicated for inmate showers.

APPENDIX D: CIVIL AND ENVIRONMENTAL ANALYSIS OF CUCF EXPANSION



Civil and Environmental Engineering Analysis- Expansion of Central Utah Correctional Facility – Gunnison

THE LOUIS BERGER GROUP, INC.

January 27, 2014

Contents

List of Figures

INTRODUCTION

1.1 BACKGROUND

The Prison Relocation and Development Authority (PRADA) is charged with evaluating the costs and benefits of relocating all or part of the Utah State Prison located within the City of Draper (and commonly known as the "Draper Prison") to one or more locations. The prison is located at the southern portion 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 throughout southern Salt Lake County – has resulted in urban encroachment around the 680-acre Draper prison property.

Various studies and appraisals have been performed over the past decade in an effort to determine the feasibility, costs, and benefits associated with relocating the Utah State Prison from its current location. In order to assist with its analysis, PRADA retained a team led by MGT of America, Inc. to develop a master plan for the potential relocation of the facility. The MGT of America team is charged with developing a master plan that outlines potential options for the Draper prison's relocation as well as identifying the financial and operational implications associated with relocating the facility. To this end, the costs and benefits of relocation will be assessed including the sale value of the property and the economic benefits from redevelopment of the site for other uses. Costs will also be evaluated as if the facility is eventually relocated, secure beds must be found for over 4,000 offenders. The evaluation includes an analysis of the potential for expanding the Central Utah Correctional Facility in Gunnison as well as increasing the number of inmates held in county jails. The MGT team is responsible for the following analyses:

- Evaluating and validating the Utah Department of Corrections' (UDC) existing inmate population projections;
- Evaluating and validating UDC's existing custody classification system;
- Evaluating and contrasting the differences between security and services provided in county jails versus the state prison system;
- Establishing and initiating a system for review and potential selection of new prison site(s);
- Assessing the level of medical services provided by UDC;
- Assessing the impact that relocation would have on the inmate population, staff and volunteers; and,
- *Conducting a civil and environmental engineering analysis of the potential for expansion of the Central Utah Correctional Facility and to identify potential capacity increase that the facility in Gunnison can accommodate with consideration given to environmental features, infrastructure capacities and limitations, and the ability of the local community to support the expansion.*

2. ENVIRONMENTAL AND INFRASTRUCTURE RESOURCES BASELINE

2.1 INTRODUCTION

The Central Utah Correctional Facility, located in Gunnison, Utah (hereinafter Gunnison Correctional Facility), is comprised of approximately 287 acres situated within a rural area of southwestern Sanpete County approximately 110 miles south of Salt Lake City. The facility is located in the northern portion of the City of Gunnison, to the north of E 300 N Street / US Highway 89. Major roadways accessing the facility include Highway 28, which enters the property vicinity from Interstate 15 (I-15) to the north, State Highway 89, which enters from the east to become E 300 N Street, and Highway 256 which enters the City of Gunnison from the south to become Main Street.

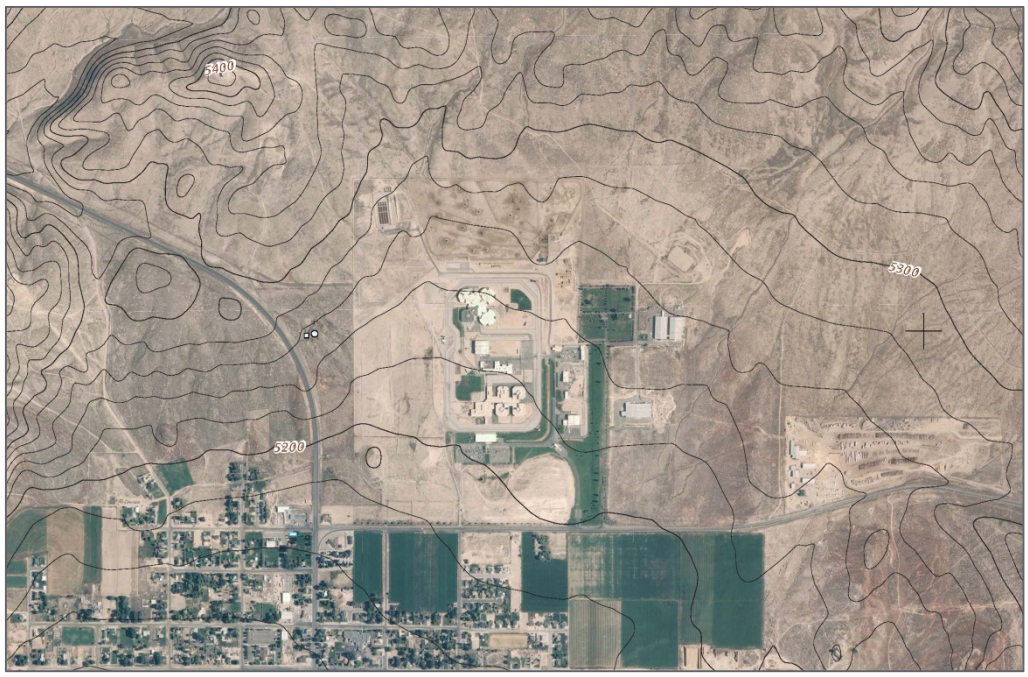
Existing development at the property includes several buildings which together constitute the larger correctional complex. The correctional facilities are generally concentrated within the eastern portion of the property, while the western and northern portions of the property are currently not developed.

3.2 ENVIRONMENTAL FEATURES

1.3.65 TOPOGRAPHY

Topography in the vicinity of the Gunnison Correctional Facility is predominantly flat, with elevations increasing dramatically to the north and east of the property. The property itself is generally level, and there are no unusual or remarkable topographic features at the site (Figure 2). According to the U.S. Geological Survey (USGS), elevations on site range from approximately 5,280 feet above mean sea level (msl) at the northeast corner of the site to 5,180 feet above msl at the southwest corner of the property near the intersection of Highway 28 and Highway 89. Lower elevations occur in the City of Gunnison. The surrounding landscape is characteristic of the Sanpete Valley, with lowlands occupying the area between the mountains that rise to the east and west of the valley. Overall, topographic conditions at the Gunnison Correctional Facility property are not a limiting factor in planning for additional correctional facility development.

FIGURE 2: TOPOGRAPHY AT GUNNISON CORRECTIONAL FACILITY



Source: USGS, 2011.

3.3 GEOLOGY AND SOILS

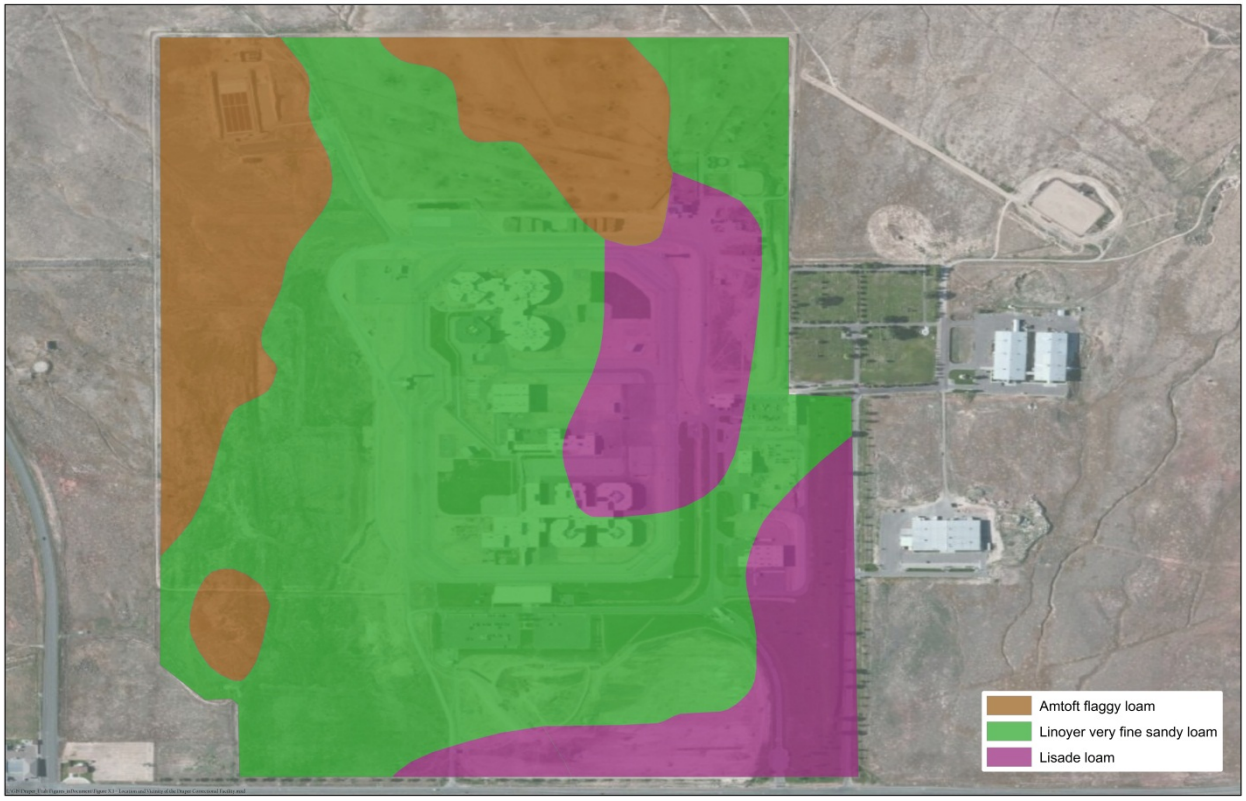
The underlying geologic material at the Gunnison Correctional Facility is comprised of surficial alluvium and colluvium of quaternary age (UGS, 2013). Two major structural elements, the Sevier fault and the San Pitch Mountains, form the Sanpete Valley. The Sevier fault forms the western boundary of the valley and, likewise, the San Pitch Mountains on the upthrown side of the fault. The east side of the valley is formed by the western boundary of the Wasatch Plateau, which is a west-dipping monocline (Robinson in UGS, 1994).

The site is not located near any active fault lines. Based on historical earthquake locations and the recurrence rate of fault ruptures, the USGS has produced seismic hazard maps that show, by contours, earthquake ground motions that have a common probability of being exceeded in a specified time period under specific geological conditions. The ground motion is expressed as a percentage of the force of gravity (percent g) and is proportional to the hazard faced by a particular type of building. In general, little or no damage can be expected at values less than 10 percent g, moderate damage at 10 to 20 percent g, and major damage at values greater than 20 percent g. Seismic hazards in Sanpete County, Utah, range from 30 to 40 percent g, having a 2 percent chance to occur within 50 years (USGS, 2013). Given that the Gunnison property is located within an area where the risk of damage from earthquakes is relatively high, careful consideration of seismic potential and risk will be fundamental to any further develop of the property.

The Gunnison Correctional Facility is not located in an area characterized by a potential for landslide occurrences or liquefaction potential, although moderate liquefaction potential exists to the far west of the property in the Sevier River Valley (Robinson in UGS, 1994).

Soils are the unconsolidated materials overlying bedrock or other parent material. Differences among soil types in terms of their structure, elasticity, strength, shrink-swell potential, and erosion potential affect their abilities to support certain applications or uses. The U.S. Department of Agriculture (USDA), Natural Resources Conservation Service (NRCS) Web Soil Survey, and the Soil Survey for Sanpete Valley, Utah (NRCS, 2010) indicate that soils at the Gunnison Correctional Facility site consist of three soil mapping units (Figure 3). Overall, soil conditions at the Gunnison property are adequate to accommodate future development, recognizing the need to properly address footings and foundation requirements during engineering.

FIGURE 3: SOIL TYPES AT GUNNISON CORRECTIONAL FACILITY



Source: NRCS, 2010.

3.4 WATER RESOURCES

1.3.66 HYDROLOGY AND STORMWATER MANAGEMENT

The Gunnison Correctional Facility property is located within the San Pitch sub-basin of the Escalante Desert-Sevier Lake Basin which spans 10 counties, including: Beaver, Garfield, Iron, Juab, Kane, Millard, Piute, Sanpete, Sevier, and Tooele. The basin consists of nine sub-basins, and overall annual basin-wide precipitation averages 15 inches.

The property provides drainage from Caterpillar Mountain, which is located to the north; however, no perennial or intermittent streams occur within the property itself. The minimal stormwater that does

occur on the site during rainfall events accumulates on site in a stormwater collection basin located at the south end of the property which has been designed to receive 100-year flows. Accumulated stormwater is held for evaporation and is not discharged.

The San Pitch and Sevier rivers are located approximately one-mile south and 3.5 miles west of the property, respectively, and are the largest waterways within a five-mile radius of the property. Gunnison Reservoir is located approximately six miles northeast of the City of Gunnison and serves the community by way of the San Pitch River. Sevier Bridge Reservoir, which drains to the Sevier River, is located approximately five miles northwest of the Gunnison near the Town of Fayette. There were no ongoing or recurring issues related to stormwater runoff or system capacity noted by facility personnel. In the event of additional development and expansion at the Gunnison Correctional Facility property, stormwater calculations and designs will be necessary to develop the channels, catch basins and piping network necessary to control site runoff and direct it to the site retention basin. Depending upon the scale of additional development, expansion of the stormwater retention basin may be necessary, however, additional land area/basin volume is available, if needed, and this should not pose any limitations to further facility development.

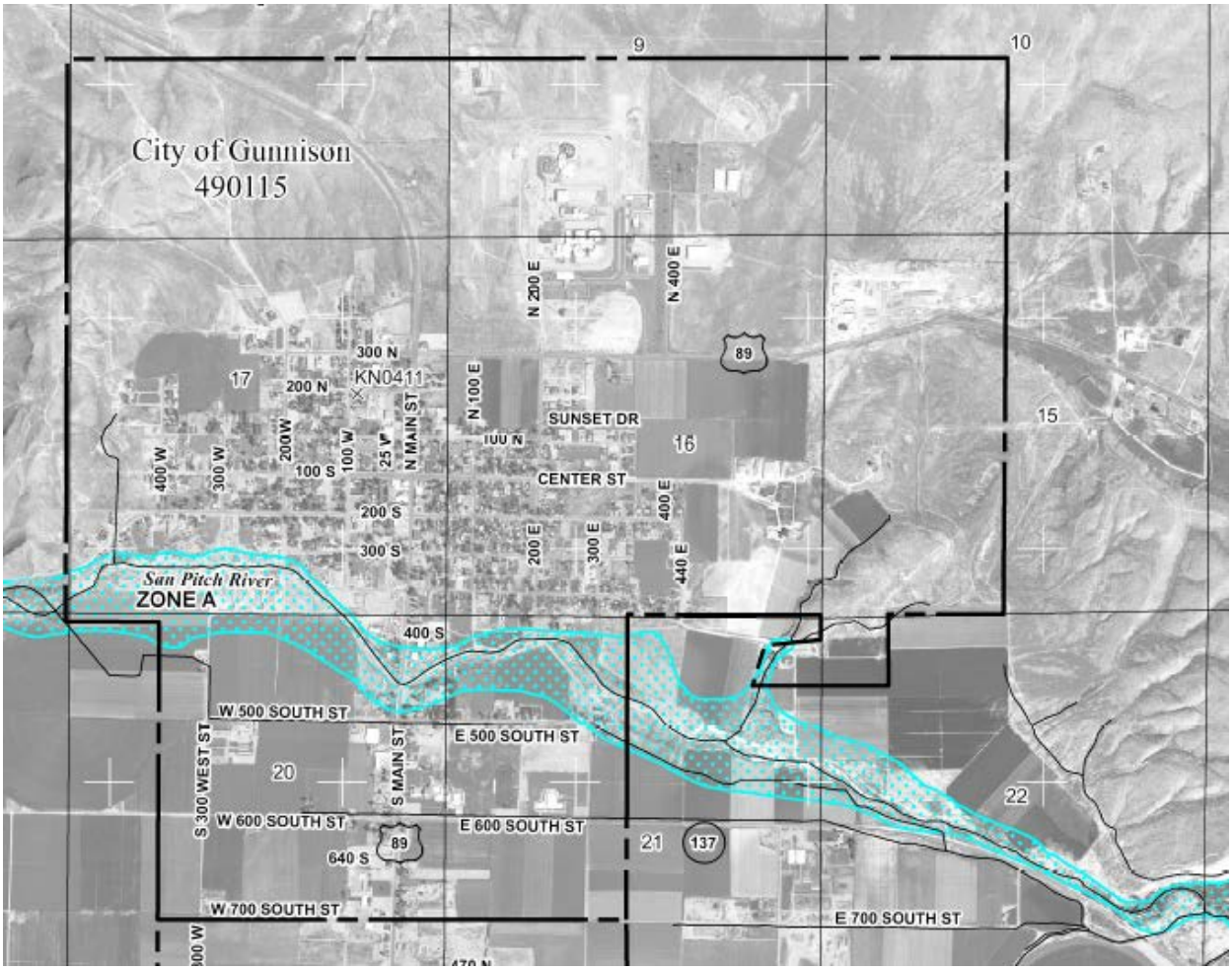
1.3.67 WETLANDS AND FLOODPLAINS

Wetlands are defined as those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal conditions do support, a prevalence of vegetation typically adapted for life in saturated soil conditions (33 CFR, Part 328.3). Wetlands are identified by three elements: hydrology, hydric soils, and vegetation. Wetlands have been defined by the U.S. Army Corps of Engineers (USACE) and the U.S. Environmental Protection Agency (USEPA), pursuant to Section 404 of the Clean Water Act (CWA) and are also defined in EO 11990: Protection of Wetlands. Dredge and fill activities in wetland and waters of the U.S. areas are federally regulated through a permit program administered by the USACE pursuant to Section 404 of the CWA.

To ascertain whether potential wetland areas exist on the property, the U.S. Fish and Wildlife Service's online Wetlands Mapper (USFWS 2013) was consulted. The Wetlands Mapper does not indicate any wetlands located within the site.

Floodplains located along large streams and waterways are mapped by the Federal Emergency Management Agency (FEMA). A floodplain is the part of land where water collects, pools, and flows during the course of natural events. Such areas are classified as Special Flood Hazard Areas and are located in a 100-year flood zone. The term 100-year flood describes a zone with a flood elevation that has a one percent chance of being equaled or exceeded each year; it is not the flood that will occur once every 100 years. The likelihood of a flood occurring within a 100-year period is high, but there is no way to predict when the next flood will occur. FEMA designates the floodplain as a high risk area and officially classifies these areas as A, AE, AH, VE zones. FEMA Map # 49035C 0800C (dated May 2, 2012), indicates that the property is located in a zone which is outside of the 0.2 percent annual chance floodplain. The nearest floodplain occurs along the San Pitch River, which runs south of the City of Gunnison (Figure 4).

FIGURE 4: LOCATION OF FLOOD HAZARD AREAS - GUNNISON



Source: Federal Emergency Management Agency.

Wetlands, water bodies and streams, and floodplains are absent at the Gunnison site and as a result are not impediments to future development of the property.

3.5 BIOLOGICAL RESOURCES

Vegetative cover at the site consists of native grasses and limited areas of irrigated landscaping. While several species inhabit the wider landscape, the site itself is surrounded by fencing which limits access to larger wildlife. The Gunnison Correctional Facility and the City of Gunnison are located in a rural area amid dispersed agricultural land uses. Game bird species such as the Chukar and ring-necked pheasant also present in the area. Suitable habitat for larger species such as mule deer also exists in the surrounding higher elevations to the north of the site (Utah DNR, 2013).

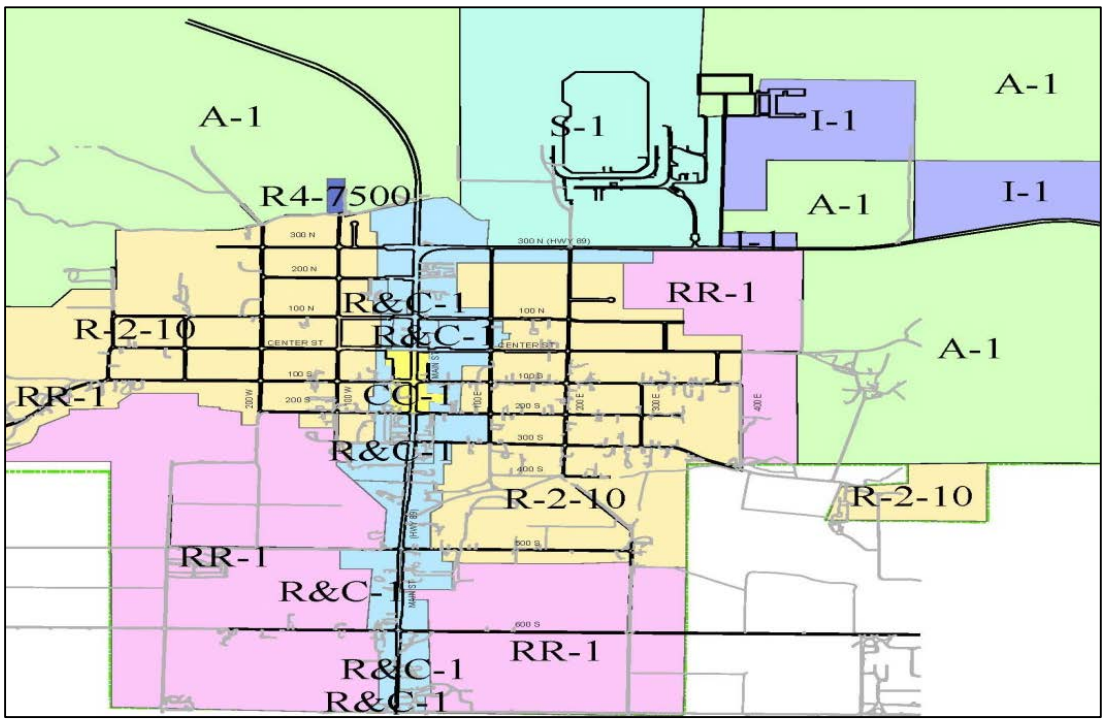
Special status species present in the region include: Grasshopper Sparrow; Southern Leatherside Chub; Utah Prairie Dog; Bald Eagle; Long-billed curlew and Ferruginuous hawk. There are no habitats on site that would support any special status species.

3.6 LAND USE AND ZONING

The Gunnison Correctional Facility property is bounded primarily by agricultural land uses to the north, east and west, with residential and retail land uses located to the south in the City of Gunnison (Figure 5). The agricultural lands are zoned to allow for the raising of livestock and/or the growing of crops and to preserve the established uses associated with agricultural activities. The site itself is zoned a Special Purpose District with the accompanying designation of Special Institutional (S-1).

The Special Institutional (S-I) District is provided as an independent and separate stand-alone Zoning District to meet specific needs and goals of the City. Some light industrial zoned lands occupy the area to the east of the correctional facility. These lands are zoned to provide for the needs of the City for light manufacturing, warehousing, and associated accessory uses in appropriate areas to strengthen the employment base and economic diversity of the City. Overall, surrounding and nearby land uses and zoning designations are not a limiting factor in planning for additional correctional facility development.

FIGURE 5: ZONING FOR CITY OF GUNNISON AND CENTRAL UTAH CORRECTIONAL FACILITY



Source: Gunnison City, 2013.

3.7 CULTURAL RESOURCES

No documented cultural resources exist at the Gunnison Correctional Facility property. If, during future ground disturbing activities associated with additional correctional facility development, sites of cultural or archaeological importance are discovered on the property, additional reconnaissance and investigations would occur to ensure proper safeguards and protections. Hence, cultural resources are not a limiting factor in planning for additional correctional facility development.

3.8 UTILITIES

1.3.68 WATER SUPPLY

The City of Gunnison currently relies upon two major sources to supply its culinary water system. The largest and preferred source is the Bartholomew Well, located approximately 2.5 miles northwest of the City. This well was recently refurbished with a new pump and column pipe system and its current output is 850 gallons per minute (gpm).

The second source currently available to be used in the culinary water system is Peacock Spring located approximately 7.5 miles east of Gunnison near Sterling Town. Gunnison City staff reported that the minimum flow known from Peacock Spring was 150 gpm, although average summer flow rates are estimated at about 200 to 300 gpm. Water from the Peacock Springs well is high in sulfur and is primarily used as a source for irrigation water, but it can be used as a culinary source when blended with water from the Bartholomew Well. In order to reinforce their culinary water supply and accommodate future growth, the City is currently expanding their water source with the development of a new well, construction of new storage tanks, and upgrades to the distribution network. The new well is located near the Bartholomew Well and has a reported capacity of 1,000 gpm.

Gunnison City operates two 500,000-gallon concrete water tanks for a total storage capacity of one million gallons. The west tank, located on the hill northwest of the City, was constructed in 1990 with the east tank, located on the hill east of the City, was constructed in 1974. The operator reports that the tanks do not leak, and both appear to be in good condition. The west tank is primarily fed by water from the Bartholomew Well. The east tank is about two feet higher in elevation than the west tank and can be filled to within two feet of its overflow from the west tank through its outlet, thereby floating on line, or it can be filled from Peacock Spring (Gunnison Culinary Water Master Plan, 2012).

Under an agreement with the city, the Gunnison Correctional Facility pumps culinary water from the city system into on-site storage tanks. The correctional facility has two concrete storage tanks, totaling 1.5 million gallons, for culinary and fire water storage. Approximately 300,000 gallons of this capacity is allocated for fire water supply. Typically, the correctional facility pumps water during off peak demand hours to the on-site storage tanks in order to minimize effects on the City water supply system. The facility pumps water into their tanks at 520 gpm. The facility indicated that there is a backfeed gravity link to the City system already in-place to potentially supply the City with reserve water from the correctional facility tanks in the event of an emergency. However, the condition of the interconnection is unknown, as the valve has not been operated since its installation in 1989.

The facility also owns 100 shares of water rights to surface water for use in pressurized irrigation. This water is provided by the Gunnison Irrigation Company from the Peacock Springs well and is delivered from a pond located near Highway 89 to the east of the property.

The Gunnison Culinary Water Master Plan – 2012 estimated the average monthly City water usage at the correctional facility to be 6,287,913 gallons per month or 209,600 gallons per day (gpd) (yearly average) with a winter average of 5,801,625 gallons per month (193,400 gpd) and a summer average of 6,458,917 gallons per month (215,300 gpd). Irrigation water utilized from the Gunnison Irrigation Company is in addition to this water use.

Currently, there are no significant water supply issues to supporting the existing 1,500 inmates at the Gunnison Correctional Facility. Correctional facility expansion, resulting in an increased inmate population, would be supported by the ongoing water supply improvements. The Gunnison Culinary Water Master Plan – 2012 projects that a population of approximately 2,600 inmates could be supported by the City Water System once the improvements are in place and operational (representing an increase of 1,100 inmates over the current inmate population). Any increase in the inmate population over 2,600 would require further evaluation of the City system to determine if additional system capacity would be available or if there would be a need to seek additional water sources.

Any expansion of the correctional facility would require a tie-in to the existing on-site water distribution network. If expansion is to occur in the western portion of the correctional facility property, as indicated in previous studies, the existing water main coming from the facility water tanks has taps (valves) already in place along the western perimeter fence. New water lines (culinary and fire water) would be extended from the existing valves to the new compound area.

1.3.69 WASTEWATER TREATMENT

Wastewater flows originating at the Gunnison Correctional Facility are collected through a gravity piping network that drains towards the southwest corner of the facility. The wastewater flows outside the western compound fence and into a sewage grinder station equipped with a “Muffin Monster” grinding system. The sanitary line increases in size from 10 inches to 24 inches as it approaches the grinder station and then reduces to 12 inches through the grinder. The upstream pipe sizing equalizes discharges from the facility and minimizes the flow “spikes” of peak usage hours. Wastewaters ultimately discharge into the City-owned 18-inch PVC sewer located in Highway 89, south of the facility. This 18-inch pipe was recently installed by the City which relies on flows from the correctional facility for a base flow to flush solids in the larger diameter piping. The City wastewater treatment plant and lagoon beds, located west of Gunnison, have a permitted treatment capacity of 1 million gallons per day (mgd).

Currently, there are no reported concerns with the capacity and operation of the facility’s wastewater collection system other than routine maintenance issues. Previous Master Plan reports prepared for the Gunnison Correctional Facility indicate improvements and expansion to the grinder station would be necessary to handle the additional flows associated with an expanded facility and to add redundancy.

The City has indicated there are no issues associated with accepting wastewater flows for treatment from the correctional facility’s current inmate population. Public Works representatives indicated that the City’s sanitary collection and treatment system can accommodate an inmate population of approximately 2,100 without requiring any major modifications or improvements. If the inmate population is projected to exceed 2,100 inmates, further study would be necessary to identify the potential impacts to the sanitary sewer system and the needed improvements. Correctional facility personnel indicated that the water softening regeneration system contributes a significant flow to the sanitary system and if future facility expansions are limited due to projected sanitary flows, the water softening system can be disconnected from the wastewater discharge, thereby freeing up some available system capacity.

1.3.70 NATURAL GAS AND ELECTRIC POWER SERVICE

Questar (previously Rocky Mountain Power) provides natural gas and electrical service to the correctional facility. Power is primarily conveyed to the property via the nearby Mt. Pleasant substation, and ancillary electrical power can also be provided from the Sigurd substation. This provides redundancy in the power supply service to the correctional facility. The correctional facility also maintains its own substation, one 600 kVA and two 1,000 kVA generators with 30,000 gallons of diesel fuel held in storage for backup electrical generation. Power is distributed at 12,470 volts to each building where it is then stepped down to 480/277V for equipment and 120/288V for lighting, outlets, switches and other facility services. In the event of a loss of power, the existing electrical backup generator capacity is capable of fully supporting all current facility operations with surplus capacity available.

Natural gas supplied by Questar is used to fire three 1,000 BTU dual fuel boilers at the facility via a dedicated 6-inch natural gas main. The boilers can all operate simultaneously to provide hot water/ steam for the facility heating systems and domestic hot water systems. The boiler burners are capable of operating with natural gas or diesel fuel. A separate 4-inch natural gas main feed provides gas service to the facility's kitchens and other auxiliary uses.

Facility electrical service is currently stubbed to the western compound fence and extension from that point to new housing units would be required. Based on discussions with facility staff, the existing electrical system has available capacity to support the construction of a new 4-unit housing module consisting of two 288-bed dormitory and two 192-bed cell units or combination thereof.

Boiler steam and condensate service lines are currently terminated at the western compound fence and would need to be extended to new buildings. The existing on-site boilers have sufficient capacity to support the construction of at least one new housing module without any additional upgrades to the central plant. As evidence of the available capacity in the boiler system, facility staff indicated that the boilers were recently operating at approximately 51 percent capacity during a period where the outdoor air temperature was -10 degrees F.

3.9 PUBLIC SERVICES AND FACILITIES

Community facilities include public schools, health care, law enforcement and fire protection facilities, which are located within the surrounding community. These services are described in detail below.

1.3.71 FIRE PROTECTION

Fire protection services for the Gunnison Correctional Facility are provided by the Gunnison Valley Fire Department, which operates an all-volunteer staff of 24 people with 15 fully certified firefighters equipped for detection and response to hazardous materials spills. Recorded responses to events at the correctional facility have been mostly due to fires related to mechanical failures. The fire department operates from one station located at 40 East 200 North, which is two blocks from the correctional facility. Response time to the correctional facility is estimated at 4-6 minutes. The Gunnison Valley Fire Department is the sole provider of fire protection for the correctional facility (B. Mulder, 2014).

1.3.72 POLICE PROTECTION

Law enforcement is provided via the Gunnison City Police Department, which located approximately one mile from the correctional facility at 38 West Center Street in Gunnison. The estimated response time to

the correctional facility is 5 minutes. While wardens and security staff manage inmate issues occurring inside the facility, the police department responds to situations on the grounds of the facility outside of the buildings. The Sanpete County Sheriff's Office (located at Manti) provides ancillary law enforcement services in cases of felony crimes occurring at the facility. Gunnison Correctional Facility staff maintains a close working relationship with officers and other staff from both the police department and the sheriff's office (T. Halliday, 2014).

1.3.73 HEALTH CARE

Gunnison Valley Hospital, with 25 hospital beds, is located less than one mile from the correctional facility, at 64 East 100 North Street. The hospital employs nearly 100 nursing personnel serving the City of Gunnison. There are currently 8 family practice physicians in Gunnison along with a number of visiting specialists who provide a broad range of services at the hospital. While the hospital is not designated as a trauma care facility, it contains one emergency room which is staffed 24 hours per day by one full-time physician. The hospital also owns and operates an ambulance service, which is staffed by volunteer emergency medical technicians. Estimated response times to the correctional facility are 10-15 minutes.

The correctional facility is staffed by 1 full time doctor and 1 physician's assistant, who provide medical services to inmates. In cases requiring hospital care, inmates are transported to the Utah Valley Regional Medical Center in Provo, nearly 80 miles from the facility, which contracts with the correctional facility to handle inmate health matters which cannot be addressed at the facility. Gunnison Valley Hospital does assist in the screening and processing of inmates before they are transported to other facilities (M. Dalley, 2013).

1.3.74 PUBLIC SCHOOLS

The South Sanpete School District operates three public schools which serve the City of Gunnison: Gunnison Valley High School; Gunnison Valley Middle School; and Gunnison Valley Elementary School. Currently, a total of 25 teachers serve the elementary school, which has a student teacher ratio of 1:22. The middle school has a student teacher ratio of 1:21 with 12 middle school teachers, and the high school employs 20 teachers and maintains a student teacher ratio of 1:16. The trend over the past 10 years has been a slight decline in the student population with additional classes coming from feeder schools in the wider district, which is expected to result in approximately 10 more students per class over the next 5 years (T. Powell, 2013). Overall, community police and fire protection, medical services and public schools are not limiting factors in planning for additional correctional facility development.

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APPENDIX E: ATTACHMENTS TO ECONOMIC IMPACT ASSESSMENT

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IMPLAN MODEL DESCRIPTION AND RESULTS

A projection of economic effects (e.g., employment and output) on the region of influences (ROI) from the Proposed Action was developed using the Impact Analysis for Planning Model (IMPLAN). IMPLAN is an economic input-output model, originally developed by the U.S. Forest Service for natural resource planning, but later updated and adapted by many other government agencies and private sector analysts for use in conducting economic impact analyses. IMPLAN has been in use since 1979 and has evolved from a mainframe non-interactive application to a menu-driven microcomputer program that is completely interactive.[19]

IMPLAN is a regional input-output model that is derived by using local data combined with national input-output accounts. The model uses the most currently available data obtained from the Department of Commerce, Bureau of Labor Statistics, and other federal and state agencies.

IMPLAN uses trade flow characteristics to trace economic changes in a regional economy arising from changes in the level of activity in one or more identified sectors. County-level data are used to adjust the national income accounts to fit the trade flow characteristics of the sub-national Region of Influence (ROI) for the study. IMPLAN estimates economic changes for the defined ROI and quantifies changes to nine economic indicators.[20] Employment and industry output were used as the indicators of the regional economic effect of the implementation of the proposed redevelopment action.

The IMPLAN model estimates total change in regional employment and output as a result of the proposed redevelopment and occupancy of the Draper property. For example, total employment change is the sum of direct employment effects of the redevelopment, indirect employment effects from changes in business spending, and induced employment effects from changes in household spending. IMPLAN does not estimate an annual impact (unless all changes occur in a one-year timeframe). Instead, it estimates the aggregate impact on the regional economy over the full implementation period. For example, if the model projects a total construction employment gain of 100 jobs which was to occur over a two-year period, the average annual job gain would be 50; assuming expenditures are evenly split over the two-year period. It is up to the analyst to determine the annual expenditures for the construction phase and the length of ramp up for the operations phase. Following development, it is assumed that the new establishments would be fully occupied and staffed within the first year and that employment levels would stay the same over the life of the development.

[19] Minnesota IMPLAN Group User Guide, Stillwater, Minnesota, 2004.
[20] Sector Output, Employment, Personal Income, Total Value Added, Employee Compensation, Proprietors Income, Other Property Income, Indirect Business Taxes, and Total Tax Impact.

CONSTRUCTION COSTS
CONSTRUCTION COSTS – RETAIL COMPONENT

Development Type	Sub-Type	Total Square Feet	Cost per Square Foot	Size Factor[21]	Adjusted Cost per Square Foot[22]	Structure Costs
Large Mall	Large Restaurants	50,000	$188	0.97	$182.36	$9,118,000
	Small Restaurants	145,000	$188	1.08	$203.04	$29,440,800
	Large Anchors	550,000	$130	0.9	$117.00	$64,350,000
	Smaller Retail	755,000	$130	0.9	$117.00	$88,335,000
Big Box Stores	n/a	900,000	$130	0.9	$117.00	$105,300,000
Cinema Complex	n/a	450,000	$135	0.9	$121.50	$54,675,000
Smaller Retail	n/a	350,000	$130	0.9	$117.00	$40,950,000
Subtotal		**3,200,000**				**$392,168,800**

Retail Development Total Acres	Cost Per Acre	Retail Land Development Costs
210	$174,240	**$36,590,400**
	Retail - Total Cost	**$428,759,200**

[21] Larger spaces will incur economies of scale and therefore the size factor is less than one. Conversely, multiple, small spaces incur diseconomies of scale and therefore have a size factor greater than one.
[22] The adjusted cost per square foot includes the size factor.

CONSTRUCTION COSTS – COMMERCIAL COMPONENT

Development Type	Sub-Type	Quantity of Structures	Total Square Feet	Cost per Square Foot	Size Factor	Adjusted Cost per Square Foot	Structure Costs
Office Buildings	4 story office, 30,000 square-foot plate	3	360,000	$132	0.9	$118.80	$42,768,000
	3 story office, 35,000 square-foot plate	5	525,000	$132	0.9	$118.80	$62,370,000
	2 story office, 40,000 square-foot plate	4	320,000	$132	0.9	$118.80	$38,016,000
	1 story office, 40,000 square-foot plate	2	80,000	$132	0.94	$124.08	$9,926,400
Hotels	Hotels	3	510,000	$179	0.97	$173.63	$88,551,300
	Underground Parking Garage	3	102,000	$55	1.1	$60.50	$6,171,000
Subtotal			**1,897,000**				**$247,802,700**

Commercial Development Total Acres	Cost Per Acre	Commercial Land Development Costs
90	$174,240	**$15,681,600**
	Commercial - Total Cost	**$263,484,300**

CONSTRUCTION COSTS – LIGHT INDUSTRIAL COMPONENT

Development Type	Quantity of Buildings	Total Square Feet	Cost per Square Foot	Size Factor	Adjusted Cost per Square Foot	Structure Costs
Supply Chain and Logistics Warehouses	10	1,200,000	$72	0.9	$64.80	$77,760,000
Flex Space Buildings	8	1,200,000	$72	0.9	$64.80	$77,760,000
Subtotal		2,400,000				$155,520,000

Light Industrial Development Total Acres	Cost Per Acre	Light Industrial Land Development Costs
120	$174,240	$20,908,800
	Light Industrial - Total Cost	**$176,428,800**

CONSTRUCTION COSTS – MULTI-FAMILY HOUSING COMPONENT

Sub-Type	Quantity of Structures	Total Square Feet	Cost per Square Foot	Size-Factor	Adjusted Cost per Square Foot	Structure Costs
Multi-Family Units	900	990,000	$93	1	$93	$91,575,000
Community Centers	3	30,000	$147	1	$147	$4,410,000
Swimming Pools	3	800	$91	1	$91	$72,400
Tennis Courts	3	n/a	$64,700	1	$64,700	$194,100
Subtotal		1,022,400				$96,396,300

Multi-Family Housing Development Total Acres	Cost Per Acre	Multi-Family Land Development Costs	
70	$217,800	$15,246,000	
		Multi-Family Housing Total Cost	$111,642,300

CONSTRUCTION COSTS – SINGLE-FAMILY HOUSING COMPONENT

Sub-Type	Quantity of Structures	Average Square Feet	Total Square Feet	Cost per Square Foot	Size-Factor	Adjusted Cost per Square Foot	Per Home Cost	Total Structure Costs
Homes	480	2,500	1,200,000	$78	1	$78	$195,000	$93,600,000
Subtotal			1,200,000					$93,600,000

Single -Family Housing Development Total Acres	Cost Per Acre	Single-Family Land Development Costs	
150	$205,000	$30,750,000	
		Single-Family Housing Total Cost	$124,350,000

CONSTRUCTION COSTS – RETAIL HUB COMPONENT

Development Type	Sub-Type	Total Square Feet	Cost per Square Foot	Size Factor	Adjusted Cost per Square Foot	Total Structure Costs
Rail Hub	Canopies	2,000	$132	1.1	$145.20	$290,400
	Offices	5,000	$132	1.1	$145.20	$726,000
Subtotal		7,000				$1,016,400

Rail Hub Development Type	Acres	Cost Per Acre	Rail Hub Land Development Costs
Parking and landscaping	35	$174,240	$6,098,400
Office/canopies and rail station footprint	5	$400,000	$2,000,000
Land Development Subtotal	**40**		**$8,098,400**
Rail Hub - Total Cost			**$9,114,800**