



# Utah Correctional Facility

**Volume 4 - PRC Narrows Prison Site Alternatives** January 5, 2015

## Prison Relocation Commission

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

## PRC Siting Process

The PRC site review process consists of three phases: screening, assessment, and in-depth technical evaluation. With each step, the PRC has applied a clear set of guidelines and criteria to guide its decision-making. Based on the results of the application of these guidelines and criteria, the PRC has removed certain sites from consideration while allowing other sites to move forward to the next phase.

At each phase of the review process, the PRC gathers additional information about each site, while listening to the input and suggestions that are received from the leaders of the communities in which the sites are located. The review and analysis process will continue until the PRC determines, based on information provided by the experts advising the PRC – the planners, engineers, scientists, geologists, hydrologists, archeologists, and others – that the PRC has a site(s) suitable for building and operating a new 4,000-bed, state-of-the-art correctional facility.

Throughout the siting process, the PRC has sought to strike a balance between its need to gather accurate information through technical and feasibility reviews, maintain confidentiality when necessary, and provide the public with timely information about the siting process. The process undertaken by the PRC has allowed it to eliminate 23 of the original 26 sites from consideration.



# PRC Siting Status



The Utah State Legislature has carefully considered whether to move the state prison from its current location in Draper. Studies revealed that it will cost about \$238 million in repairs and other required maintenance just to keep the current facility functioning contrasted against the cost savings the state will realize with a new, more efficient, state-of-the-art facility. Studies also show that the state will receive an annual benefit of more than \$1.8 billion in economic output once the current prison site is fully redeveloped along with an estimated \$94.6 million in annual tax revenue for state and local governments. These are benefits that would not be realized were the prison to remain at its current location in Draper. Based on this and other evidence gathered over the past several years, the Legislature and Governor formally endorsed relocating the prison during the 2014 General Session by passing HCR 8 which states, "It is sound public policy and in the best interests of the state to move the prison facilities from their current location in Draper." That same year, the Legislature also established the PRC and the process by which a new site would be selected through SB 268.

## Phase I Screening

The site identification and screening phase (Phase I) has been the focus of much of the PRC's efforts since July 2014 when it began seeking potential sites for development of new correctional facilities. Over the course of several months, the PRC compiled an inventory of 26 prospective sites from property owners/representatives and others and quickly and efficiently screened the sites to exclude those that were judged to be the least suitable for development. The screening process, based upon PRC-adopted criteria, identified six highly ranked sites to undergo further study:

- Airport North Site (Salt Lake County)
- I-80 / 7200 West Site (Salt Lake County)
- Southwest Valley Site (Salt Lake County)
- Lake Mountains West Site (Utah County)
- Northwest Utah Valley Site (Utah County)
- SR 112 / Depot Boundary Road Site (Tooele County)

Sites that pass the initial screening process are given a more thorough evaluation with a focus on the following characteristics and conditions:

- Site features: acreage, number of owners, number of parcels, jurisdiction
- Topographic features: slope, site preparation requirements
- Seismic potential, geologic features, soil limitations (liquefaction potential), past mining or landfilling
- Water resources: floodplains, canals, on-site wells
- Utility infrastructure: jurisdiction, availability, capacity, proximity and access

- Environmental and cultural resources: wetlands, special status species habitats, archaeological and architectural resources
- Potential for contamination: past/current land uses
- Transportation systems: highway access, transit services
- Adjoining/nearby land uses: potential for conflicts, health and safety risks
- Development costs: relative land acquisition, site preparation, infrastructure improvements, environmental mitigation requirements
- Host community: interest, acceptance, support, opposition

## Phase II Assessment

At its meeting of December 3, 2014, the PRC adopted four guidelines to further assess the viability of prison development at the six highly ranked sites (Phase II):

- Have any issues been discovered to date that would make the site unreasonably difficult or costly to develop?
- Is there an identified, compelling state interest that would likely be impaired by locating the correctional facility on the site being assessed?
- Is the proposed site in the path of expected concentrations of population growth and population density that will likely occur in the foreseeable future?
- What is contemplated in the land use plan of the local community where the proposed site is located?

Findings were presented to the PRC at its December 22, 2014 meeting with the results summarized below:

SITE NAME	RESULTS OF ASSESSMENT (PHASE II)
<b>Airport North Site</b>	<ul style="list-style-type: none"> <li>• Any issues discovered that make site unreasonably difficult or costly to develop?                             <ul style="list-style-type: none"> <li>- Wetlands cover significantly larger area than anticipated</li> <li>- Large portion of site likely defined as wetlands including Rudy Drain according to Corps of Engineers definitions</li> <li>- Impacts &gt;10 acres and/or 300 linear feet of stream requires Draft/Final Environmental Impact Statement</li> <li>- Wetland permitting process, difficult, time-consuming and costly</li> <li>- Potential wetland mitigation costs: \$5+ million</li> <li>- No assurance of permit approval</li> </ul> </li> <li>• Identified, compelling state interests likely to be impaired by locating prison on site?                             <ul style="list-style-type: none"> <li>- No known projects representing a compelling state interest are likely to be impaired</li> </ul> </li> <li>• Site in path of expected concentrations of population growth/density likely occurring in foreseeable future?                             <ul style="list-style-type: none"> <li>- Site not in path of expected concentrations of population growth/density</li> </ul> </li> <li>• Contemplated land use plan of local community where site is located?                             <ul style="list-style-type: none"> <li>- Site currently zoned/planned as business park</li> <li>- Surrounding future land uses represent mix of residential, agricultural, and airport-related uses</li> </ul> </li> </ul>
<b>Southwest Valley Site</b>	<ul style="list-style-type: none"> <li>• Any issues discovered that make site unreasonably difficult or costly to develop?                             <ul style="list-style-type: none"> <li>- Approximately \$19 - \$24 million in utility improvements necessary</li> </ul> </li> <li>• Identified, compelling state interests likely to be impaired by locating prison on site?                             <ul style="list-style-type: none"> <li>- State/local agencies pursuing/negotiating for substantial (and confidential) projects in proximity</li> <li>- Identified, compelling state interests would likely be impaired by prison development on proposed site</li> </ul> </li> <li>• Site in path of expected concentrations of population growth/density likely occurring in foreseeable future?                             <ul style="list-style-type: none"> <li>- West Jordan is fastest-growing community in Utah (2000 - 2014)</li> <li>- Currently six residential developments (1,169 units) proposed in proximity to site</li> <li>- Site in path of expected concentrations of population growth/density</li> </ul> </li> <li>• Contemplated land use plan of local community where site is located?                             <ul style="list-style-type: none"> <li>- Site currently zoned/planned for low/medium density residential uses</li> <li>- Surrounding future land uses represent mix of residential, community commercial, industrial, and public uses</li> </ul> </li> </ul>
<b>I-80 / 7200 West Site</b>	<ul style="list-style-type: none"> <li>• Any issues discovered that make site unreasonably difficult or costly to develop?                             <ul style="list-style-type: none"> <li>- Although wetlands cover portion of overall 2,500-acre property, expect to avoid most potential impacts</li> <li>- Potential wetland mitigation costs: \$1+ million</li> <li>- Proximity to former landfill</li> <li>- Approximately \$32 - \$37 million in utility improvements necessary</li> </ul> </li> <li>• Identified, compelling state interests likely to be impaired by locating prison on site?                             <ul style="list-style-type: none"> <li>- No known projects representing a compelling state interest are likely to be impaired</li> </ul> </li> <li>• Site in path of expected concentrations of population growth/density likely occurring in foreseeable future?                             <ul style="list-style-type: none"> <li>- Site not in path of expected concentrations of population growth/density</li> </ul> </li> <li>• Contemplated land use plan of local community where site is located?                             <ul style="list-style-type: none"> <li>- Site and surroundings in agricultural holding zone</li> <li>- No adopted master plan for area (governed by Northwest Community Master Plan)</li> <li>- No clear vision on how site and surroundings should be developed</li> </ul> </li> </ul>



**SITE NAME RESULTS OF ASSESSMENT (PHASE II)**



- Northwest Utah Valley Site**
- Any issues discovered that make site unreasonably difficult or costly to develop?
    - Land area and configuration severely limits prison development
    - Topographic conditions require significant site preparation (\$10+ million)
    - Approximately \$33 - \$38 million in utility improvements necessary
  - Identified, compelling state interests likely to be impaired by locating prison on site?
    - No known projects representing a compelling state interest likely to be impaired
  - Site in path of expected concentrations of population growth/density likely occurring in foreseeable future?
    - Saratoga Springs: 8,872 housing units proposed in proximity to site
    - Eagle Mountain: 1,017 housing units proposed in proximity to site
    - Site in path of expected concentrations of population growth/density
  - Contemplated land use plan of local community where site is located?
    - Site currently zoned/planned for residential development
    - Surrounding future land uses represent mix of residential and commercial uses



- Lake Mountains West Site**
- Any issues discovered that make site unreasonably difficult or costly to develop?
    - Establish access from SR 73 that avoids travel through residential areas
    - Approximately \$24 - \$29 million in infrastructure improvements necessary
  - Identified, compelling state interests likely to be impaired by locating prison on site?
    - Vacant parcels north of site promoted to targeted industries
    - Confidential project several miles from site reportedly under consideration
    - No known projects representing a compelling state interest likely to be impaired
  - Site in path of expected concentrations of population growth/density likely occurring in foreseeable future?
    - Site not in path of expected concentrations of population growth/density
  - Contemplated land use plan of local community where site is located?
    - Site subject to Master Development Agreement (no land use entitlement/zoning approvals needed for prison development)
    - Surrounding future land uses represent mix of industrial, agricultural, and commercial uses



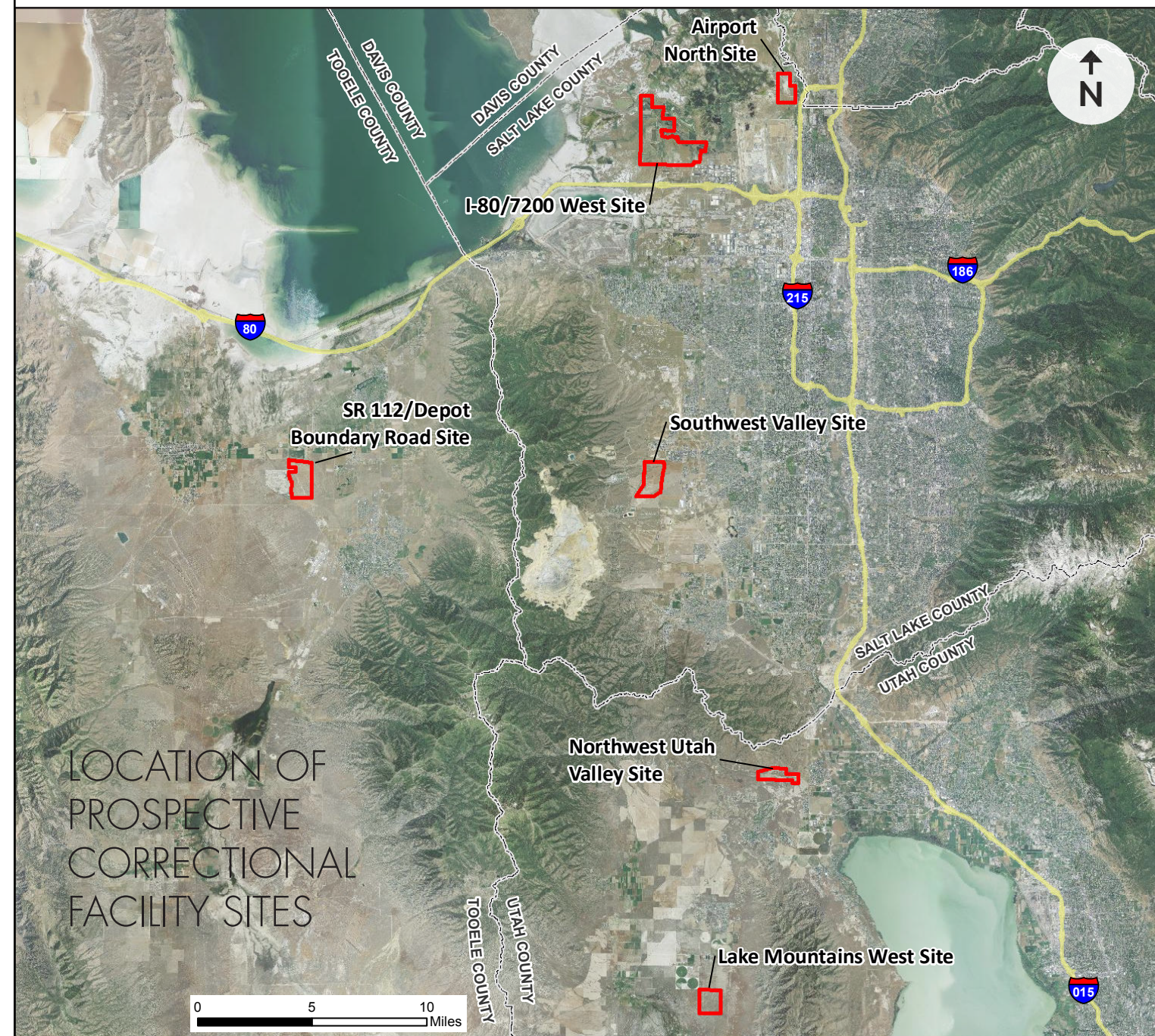
- SR 112 / Depot Boundary Road Site**
- Any issues discovered that make site unreasonably difficult or costly to develop?
    - Approximately \$25 - \$30 million in utility improvements necessary
  - Identified, compelling state interests likely to be impaired by locating prison on site?
    - Tooele Valley Airport located N-NE of site, must avoid impacts to airport operations
    - No known projects representing a compelling state interest likely to be impaired
  - Site in path of expected concentrations of population growth/density likely occurring in foreseeable future?
    - Site not in path of expected concentrations of population growth/density
  - Contemplated land use plan of local community where site is located?
    - Located in unincorporated Tooele County
    - Site zoned for commercial use
    - Surrounding future land uses represent mix of agricultural and commercial uses

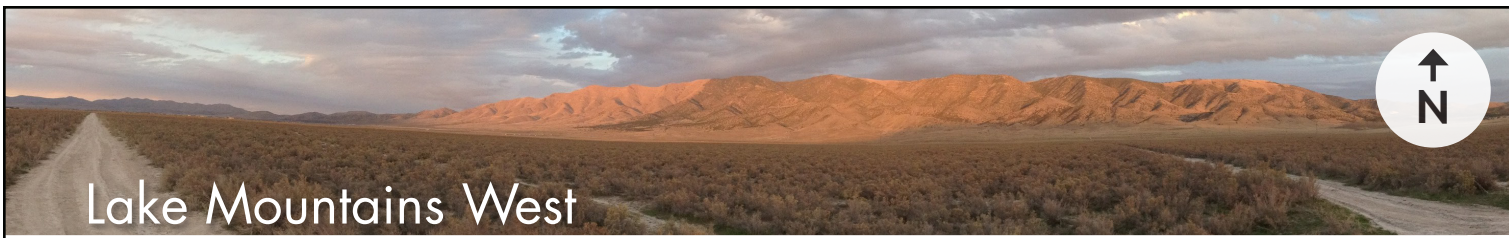
Based on the results of the Phase II Assessments, the PRC adopted a motion at its meeting of December 22, 2014, to advance three of the six highly ranked sites forward to Phase III Evaluations while eliminating three sites from further consideration. The three sites that will be subjected to Phase III Evaluations are: Lake Mountains West (Utah County), I-80 / 7200 West (Salt Lake County) and SR 112 / Depot Boundary Road (Tooele County).

**Phase III Evaluation**

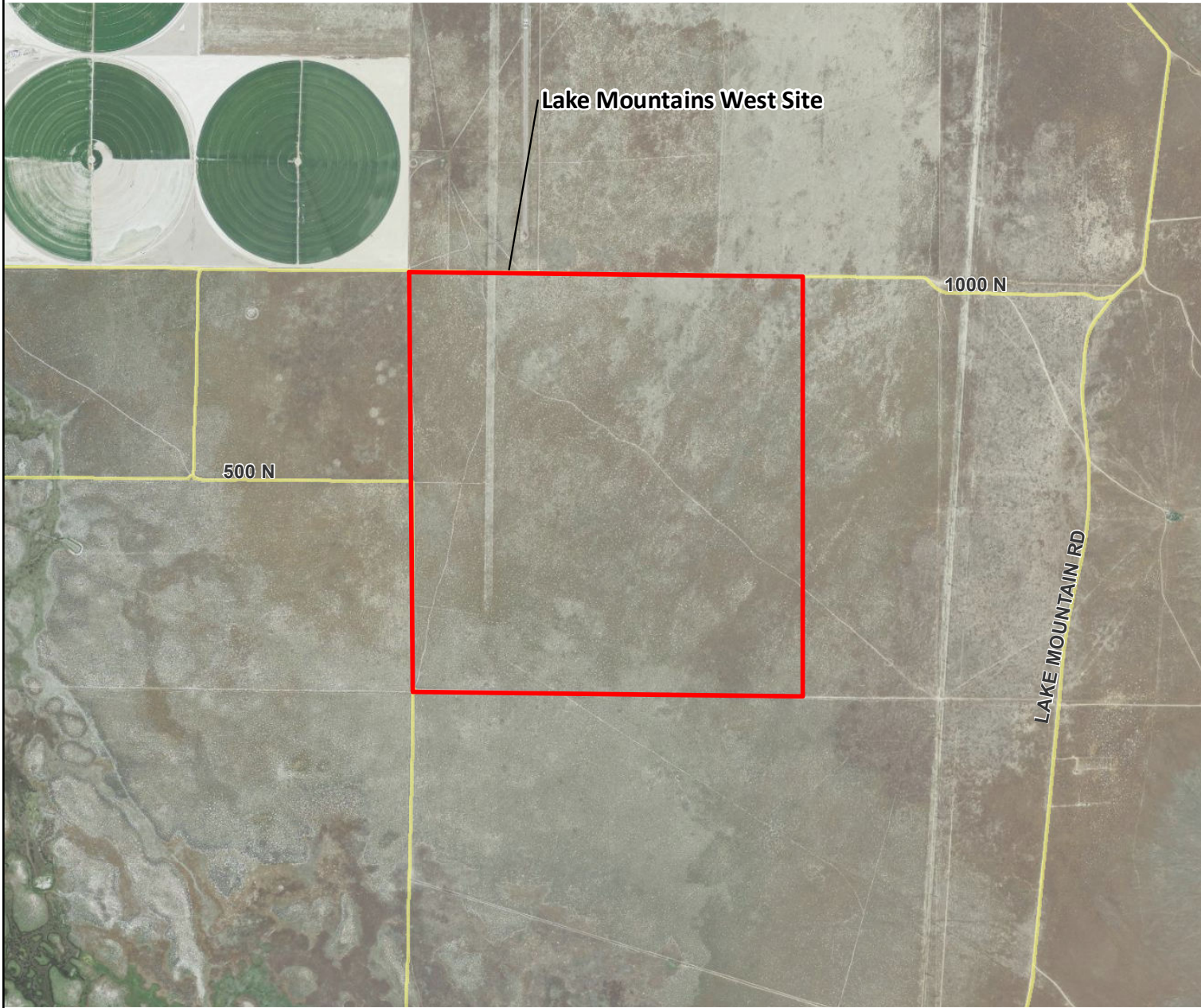
Properties that pass each phase of analysis are subjected to further study. Phase III evaluations require more extensive on-site work and considerably more time, effort, and resources than the previous steps. This level of the evaluation process includes the following tasks:

- Property boundary surveys
- Ownership research
- Topographic surveys
- Preliminary geotechnical investigation
- Conceptual site development plan
- Permit identification and assessment
- Wetland delineations
- Cultural resource surveys
- Economic impact analysis



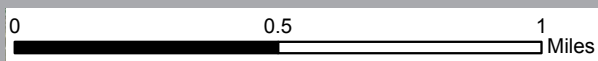


# Lake Mountains West



### Legend

- Lake Mountains West - 600 acres
- County Boundary

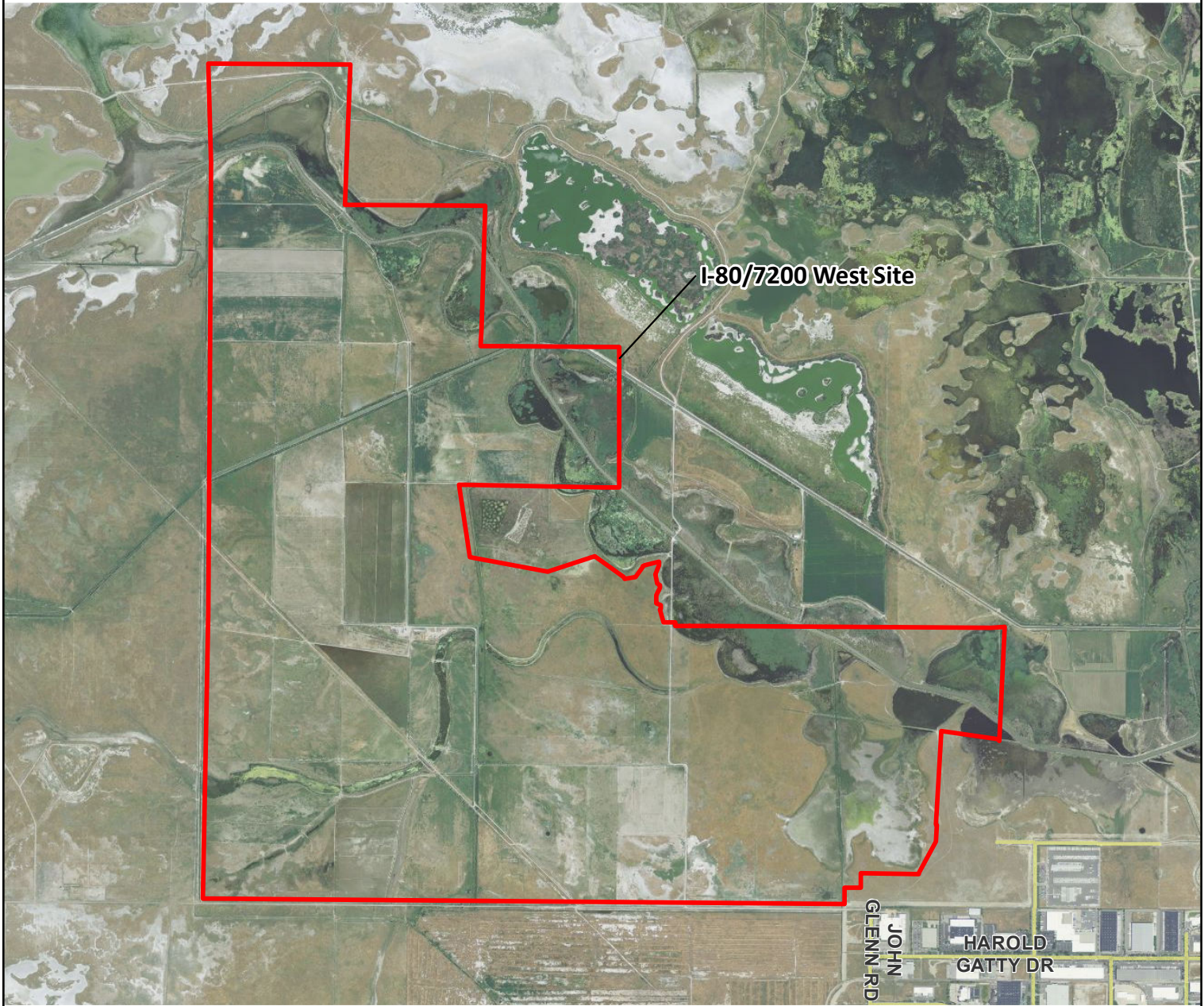


No critical flaws were identified during the Site Screening Process (Phase I) and the Site Assessment Stage (Phase II) and the site is currently undergoing in-depth evaluations (Phase III). The site offers particular strengths in such areas as:

- 600+ acres available
- Isolated location
- Level topography
- No environmental constraints
- Proximity to infrastructure

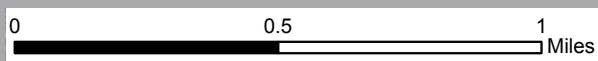


# I-80 / 7200 West



### Legend

- I-80/7200 West Site - 3,000 acres
- County Boundary



No critical flaws were identified during the Site Screening Process (Phase I) and the Site Assessment Stage (Phase II) and the site is currently undergoing in-depth evaluations (Phase III). The site offers particular strengths in such areas as:

- Regional access (I-80, I-15, I-215)
- 500+ acres available
- Level topography
- Relatively isolated location
- Limited environmental constraints
- Proximity to infrastructure





**Legend**  
 SR 112/Depot Boundary Road Site - 900 acres  
 County Boundary



No critical flaws were identified during the Site Screening Process (Phase I) and the Site Assessment Stage (Phase II) and the site is currently undergoing in-depth evaluations (Phase III). The site offers particular strengths in such areas as:

- Regional access via I-80, SR 36, SR 138
- 500+ acres available
- Relatively isolated location
- Level topography
- Few apparent development constraints
- Potential for infrastructure from two separate communities

## Public Outreach

The PRC is committed to ensuring that the process of planning, siting and eventually developing new correctional facilities benefits from the input and involvement of all parties. Therefore, the PRC will continue reaching out to the public, key stakeholders and elected officials to discuss the proposed project, frame the public informational process and ensure that all parties receive accurate and timely information about the prison planning, siting and decision-making process. Outreach activities in 2015 will be varied in their approach in order to encourage participation across different audiences, recognizing that individuals and groups receive information in different ways as described below.

**Stakeholders:** PRC members, staff, and consultants will build upon current outreach efforts with a broad array of stakeholders and interest groups. Efforts will focus on introducing the prison relocation project, presenting its features and benefits, and gaining an understanding of the needs and interests of each of the following stakeholders:

- Potential host communities' residents and businesses
- Department of Corrections employees and contractors
- Volunteer organizations
- Prison visitors
- Elected officials
- Labor organizations and public employee associations
- Public at large
- Editorial boards of local and statewide media
- Counties/county jails

**Electronic Communications:** Interested members of the public will continue to be invited to submit their ideas, feedback, and concerns through the PRC's established email address: PrisonRelocation@le.utah.gov. Interested persons will also be added to the PRC's growing mailing list to receive information about the project and siting and development process. The PRC will also continue distributing information through the PRC website: www.le.utah.gov/prc. The website contains answers to Frequently Asked Questions, newsletters with information on the siting process, presentation materials and other information from PRC monthly meetings, and other informative materials.

**Community Open Houses:** Open house meetings will be held to foster an exchange of information between the PRC and the public. PRC Team experts and representatives will be available to answer questions regarding on-going studies and planning efforts. Open houses, conducted at locations that are easily accessible to the public, will be designed to facilitate a maximum amount of participation and at least one open house will be held for each of the sites undergoing technical evaluation.

**Brochures and Newsletters:** The PRC has already produced three Newsletters concerning various aspects of the prison siting process, all of which are available on its website (www.le.utah.gov/prc). Additional brochures, newsletters and similar written materials will continue to be developed to provide status updates throughout the planning and development process. In addition to being placed on the PRC's website, publications will be widely distributed via email and the U.S. Postal Service to individuals and organizations on the PRC's growing mailing list.

**Social Media:** The PRC intends to create an official Facebook page to offer the public a forum for interacting with the PRC and provide a means by which the PRC can distribute accurate and timely information. The PRC will also create an official Twitter account to give the PRC opportunities to distribute pertinent and accurate information and react to developing events in real time.

**PRC Meetings:** The PRC holds regularly scheduled meetings that coincide with key milestones in the planning and siting process to discuss ongoing efforts, accomplishments, and upcoming activities. PRC meetings will continue to provide additional opportunities to interact with interested parties and the public.





## FREQUENTLY ASKED QUESTIONS

### Q. Are inmate families likely to relocate to the host community?

A. Inmates in the Utah corrections system are housed in multiple locations. Besides the Draper facility, inmates are housed among 23 county jails, in the Central Utah Correctional Facility in Gunnison, Utah, and in out-of-state facilities. Many inmates are transferred between facilities each day. Families of inmates do not relocate to live near a prison because they know there is no guarantee an inmate will stay in the same location for any length of time.

### Q. Will the prison drive businesses away?

A. The existence of a prison does not affect business activities and is unlikely to be a major factor for businesses that are considering relocating or expanding. For example, businesses have not been deterred from expanding or locating in the area around the Utah State Prison in Draper. Dozens of high-profile businesses have chosen to open their doors within one mile of the Draper facility.

### Q. How can the new prison be an asset to a community?

A. Businesses need infrastructure and are not likely to relocate or expand to areas where infrastructure is lacking or in need of significant improvements or extensions. Many communities would like to attract new employers, but lack the resources to provide the infrastructure needed to do so. New prison facilities will likely require investments in infrastructure in any location and, as the state brings its resources to bear, the host community will benefit from infrastructure upgrades that will be a necessary part of construction. As infrastructure is upgraded, the host community will become more competitive and attractive to other developers.

### Q. Does a prison threaten public safety?

A. The prison in Draper has created partnerships with nearby communities to enhance response to public safety concerns both at and away from the prison. On numerous occasions, the Utah DOC has teamed with its neighbors to respond to threats to public safety. While some have expressed concern about threats to public safety from inmate escapes, the fact is, no one has escaped from the prison in Draper in more than 20 years. During that time, inmate supervision and corrections technology and practices have improved, further reducing the chance of an escape. A new correctional facility would also provide better, state-of-the-art security than what is currently available at the current facility, further minimizing the risk to public safety.

## Next Steps

At its December 22, 2014 meeting, the PRC agreed to immediately undertake the following actions:

- **Three Sites to Undergo In-Depth Technical Evaluation:** The PRC has directed its Team to undertake in-depth technical evaluations of three sites: the Lake Mountains West site in Utah County, the I-80 / 7200 West site in Salt Lake County, and the SR 112 / Depot Boundary Road site in Tooele County and that the results of the evaluations be reported to the PRC at an upcoming meeting.
- **Solicit and Consider Newly Offered Sites:** In consultation with community leaders, the PRC shall solicit and consider additional voluntary site offers that generally meet the screening criteria, modifying the weight given to proximity. In doing so, the PRC Team will determine which sites should undergo initial screening and similar examination while actively soliciting comments from and consulting with leaders of communities within which newly offered sites are located. The PRC will continue to accept voluntary site offers until January 31, 2015 with the results of this effort to be reported at an upcoming PRC meeting.
- **Public Engagement Process:** The PRC is committed to ensuring that the process of planning, siting and eventually developing new correctional facilities benefits from the input and involvement of all parties. Therefore, the PRC will engage in a comprehensive effort to both inform and receive input from stakeholders and the public as described earlier in this Newsletter.

## Schedule

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

<b>January 2015</b>	<ul style="list-style-type: none"> <li>• Undertake in-depth evaluations of three sites remaining following assessment stage.</li> <li>• Continue identifying prospective sites for PRC consideration (through January 31).</li> <li>• Continue public outreach activities involving potential host communities.</li> <li>• PRC holds meeting (date to be determined).</li> <li>• Utah Legislative session begins.</li> </ul>
<b>February 2015</b>	<ul style="list-style-type: none"> <li>• Continue in-depth evaluations of three sites remaining following assessment stage.</li> <li>• Screen newly identified sites for PRC consideration.</li> <li>• Continue public outreach activities.</li> <li>• PRC holds meeting (date to be determined).</li> </ul>
<b>March 2015</b>	<ul style="list-style-type: none"> <li>• Continue public outreach activities.</li> <li>• Continue evaluations of prospective sites and report to the PRC.</li> <li>• PRC holds meeting (date to be determined).</li> <li>• Utah Legislative session ends.</li> </ul>
<b>April 2015</b>	<ul style="list-style-type: none"> <li>• Results of evaluations of prospective sites reported to the PRC.</li> <li>• Continue public outreach activities.</li> <li>• PRC holds meeting (date to be determined).</li> </ul>



## PRC's Goal

Selecting the best site option for developing new state correctional facilities will ensure that Utah's criminal justice system in general and the Utah DOC in particular continues to function in a high quality manner while addressing the need for modern, efficient and cost effective institutions for current and future inmate populations. Development of new facilities to replace the existing Utah State Prison will allow Utah DOC to accomplish its mission, meet the needs of current and future inmate populations and provide for the continued safety and security of inmates, prison staff and the citizens of Utah.

## Interested in Learning More?

For information about the PRC visit: [www.le.utah.gov/prc](http://www.le.utah.gov/prc).

To provide feedback, contact: [prisonrelocation@le.utah.gov](mailto:prisonrelocation@le.utah.gov) or:

### **Bryant R. Howe, Deputy Director**

Office of Legislative Research and General Counsel

Tel: 801-538-1032

Email: [bhowe@le.utah.gov](mailto:bhowe@le.utah.gov)

### **Robert J. Nardi, Senior Vice President**

Louis Berger

Tel: 973-407-1681

Mobile: 973-809-7495

Email: [rnardi@louisberger.com](mailto:rnardi@louisberger.com)