Correctional Facility Siting:

Report to Prison Relocation Commission

July 16, 2015

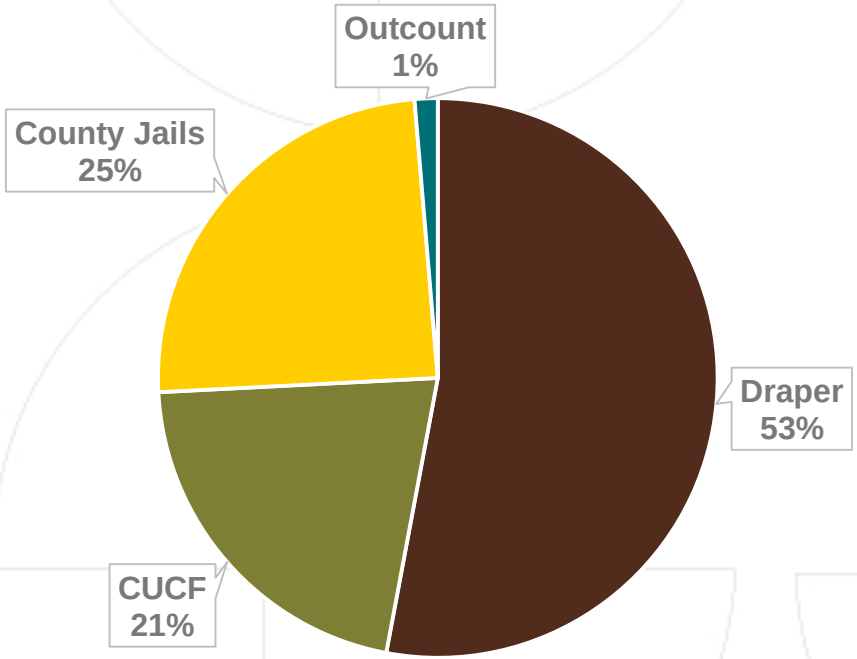
AGENDA

- Understanding the Unique Role of the Utah State Prison
- Need for a New Prison
- Objective Review - Building On Draper Site vs. Relocating to Different Site
- Conclusions

Unique Role of Utah State Prison

Unique Role of Existing Prison

- Facility is one of only 2 prisons in Utah and its bedspace represents 53% of system capacity.



Unique Role of Existing Prison

- Number of prisons comparison to similar size states

State	2010 Resident Population Rank	# of Prisons
Arkansas	32nd	15
Kansas	33rd	10
Utah	**34th**	**2**
Nevada	35th	9
Wyoming	50th	5

Unique Role of Existing Prison

- Utah State Prison at Draper has critical overall system functions not typically found at one prison:
  - Central Healthcare Service Management for UDC
  - Department-wide Administration and Transportation Hub
  - Main Release and Discharge Processing for UDC
  - Only prison housing female offenders

- No prison across the country serves this combination of unique roles.

- Because of its important role, its condition and vitality are a key to overall system performance.

Need for a New Prison

Need for a New Prison

- Prison opened in the 1950's

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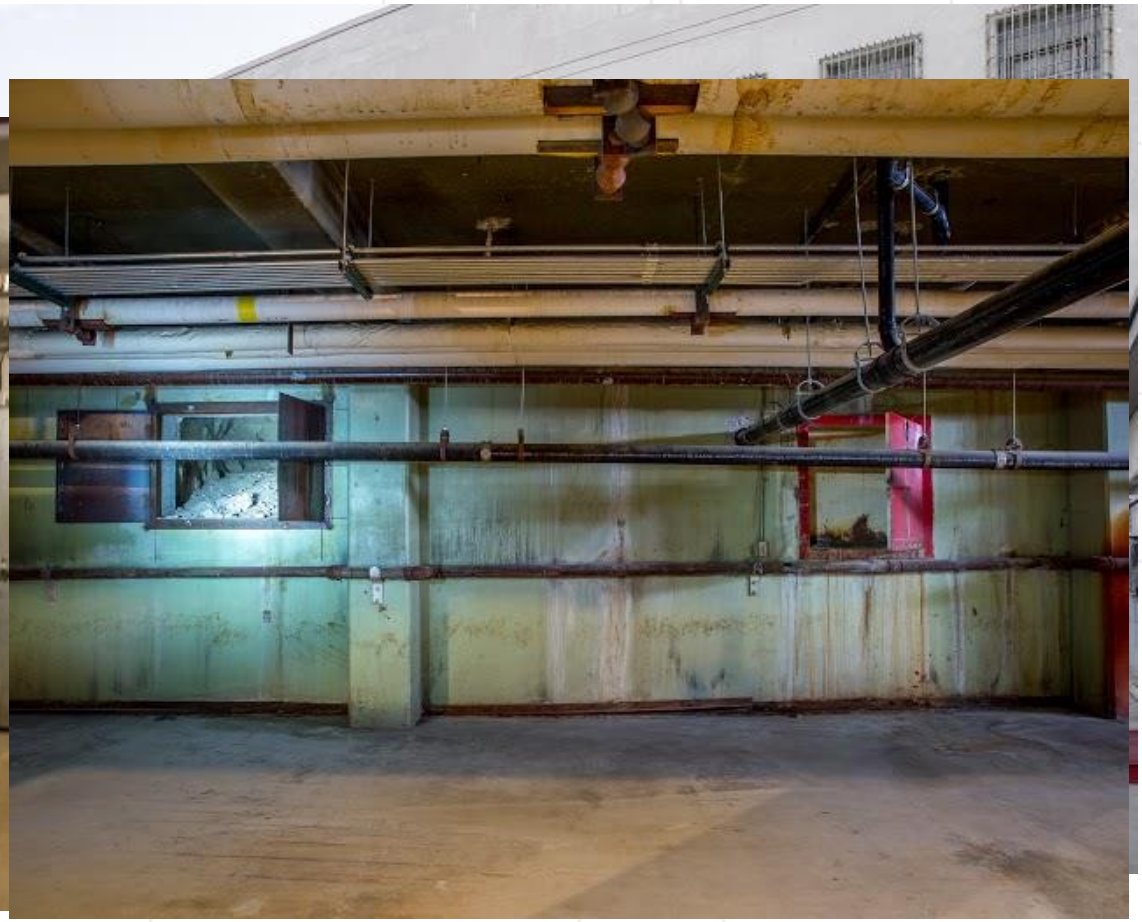
Need for a New Prison

- Aging Structure.



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Need for a New Prison –Maintenance Needs

- Serious Immediate Maintenance Issues face the prison.
  - Replace a main boiler - $1.5 million
  - Replace fuel storage and piping for boilers – $1.1 million.

  - Waterproof/repair ceiling Uinta - $500,000

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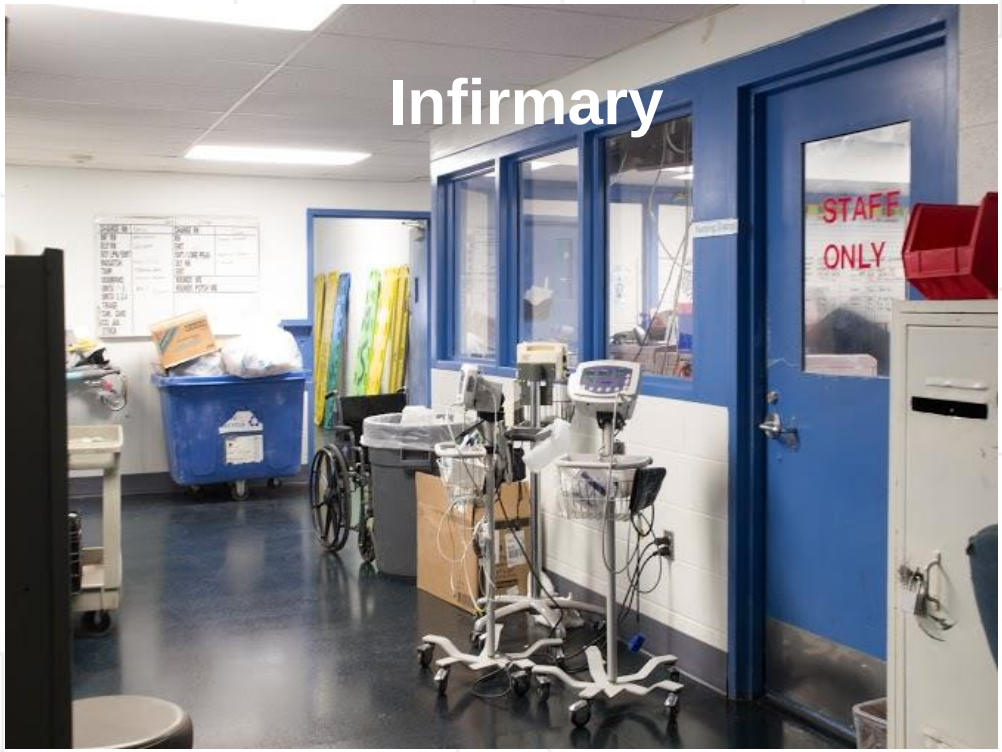
Need for a New Prison –Capital Investment Needs

- Long-term capital investment is needed.
  - Medical Infirmary Expansion - $36.5 million
  - Additional Treatment and Programming Space -$149 million
  - Collapsing HVAC Infrastructure in Timpanogos Units.



Need for a New Prison –Capital Investment Needs

- Replace Wasatch housing

- and Oquirrh housing

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Need for a New Prison –Capital Investment Needs

- Kitchen Replacement - $21.0 million

Kitchen

- Even with additional repair and capital improvement will still have an out-of-date and inefficient design.

Need for a New Prison – Costly to Operate

- ***$2 million*** – Annual cost to staff 7 guard towers. New design eliminates guard towers and replaces with technology.
- ***$3.3 million*** **-** Annual cost to staff 11 entry points to facility. New design would reduce entry points to 2.
- Some housing space does not meet national standards.
- Can't implement modern supervision methods.

Need for a New Prison – Inefficient, Outdated Design

- Facility added onto more than 7 times. Result – jumble of buildings inefficiently placed, limited site lines, increased operational costs.

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Need for a New Prison – Future Funding Needs

- ***$239 million*** - Cost to maintain prison, and replace few buildings over the next 20 years. (In 2014 dollars)

- ***$150 million*** – Cost to add needed program space at prison over next 20 years. (In 2014 dollars)

- ***Total - $389 million*** over the next 20 years.

- ***$578 million*** - Real cost with 3% annual inflation.

Building at Draper vs. Relocating

Benefits of Building on Draper Site

- No cost to purchase site.
- Access to utilities already e
- Cor

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Benefits of Building on Draper Site

- Continuity of volunteers.

- Excellent relationship with City of Draper.

DRAPER CITY Utah
Soar Higher

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Benefits of Building on Draper Site

- Relative proximity to community resources.

- Excellent access to transportation.

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Benefits of Building on Draper Site

- Emergency response to site is better than remote areas.

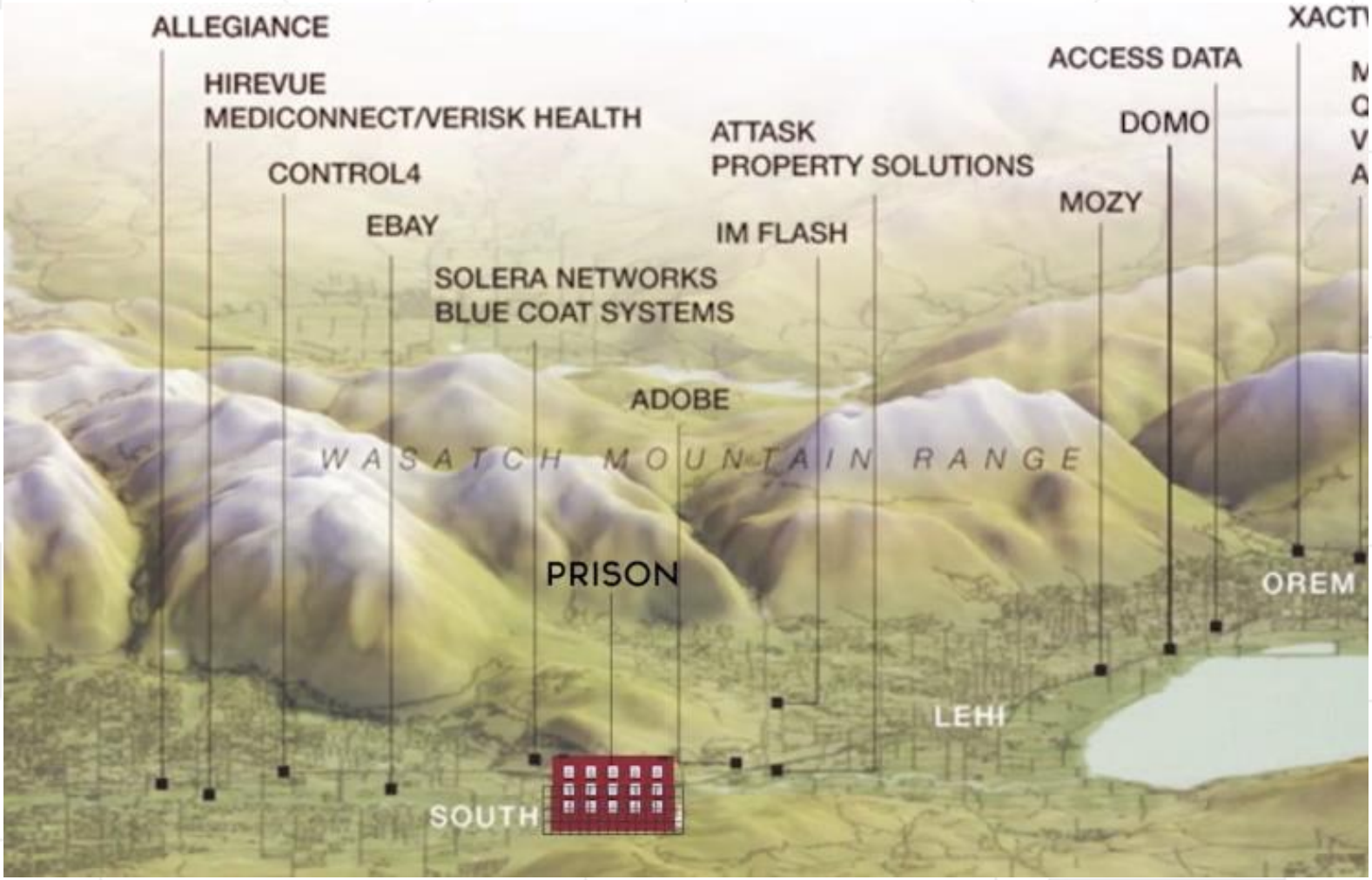
Benefits to Relocation

Draper Site Wouldn't Meet Basic Criteria

- Draper site would not have met some criteria for sites under consideration.

  - **Inadequate vacant land**. 276 vacant acres is insufficient for new prison.

  - **Doesn't meet PRC guidelines for sites.** PRC adopted 2 assessment guidelines in their December 3, 2014 meeting:
    - **Is the proposed site is in the path of expected concentrations of population growth and increased population density that will occur in the foreseeable future?**
    - **What is contemplated in the land use plan of the local community where the proposed site is located?**



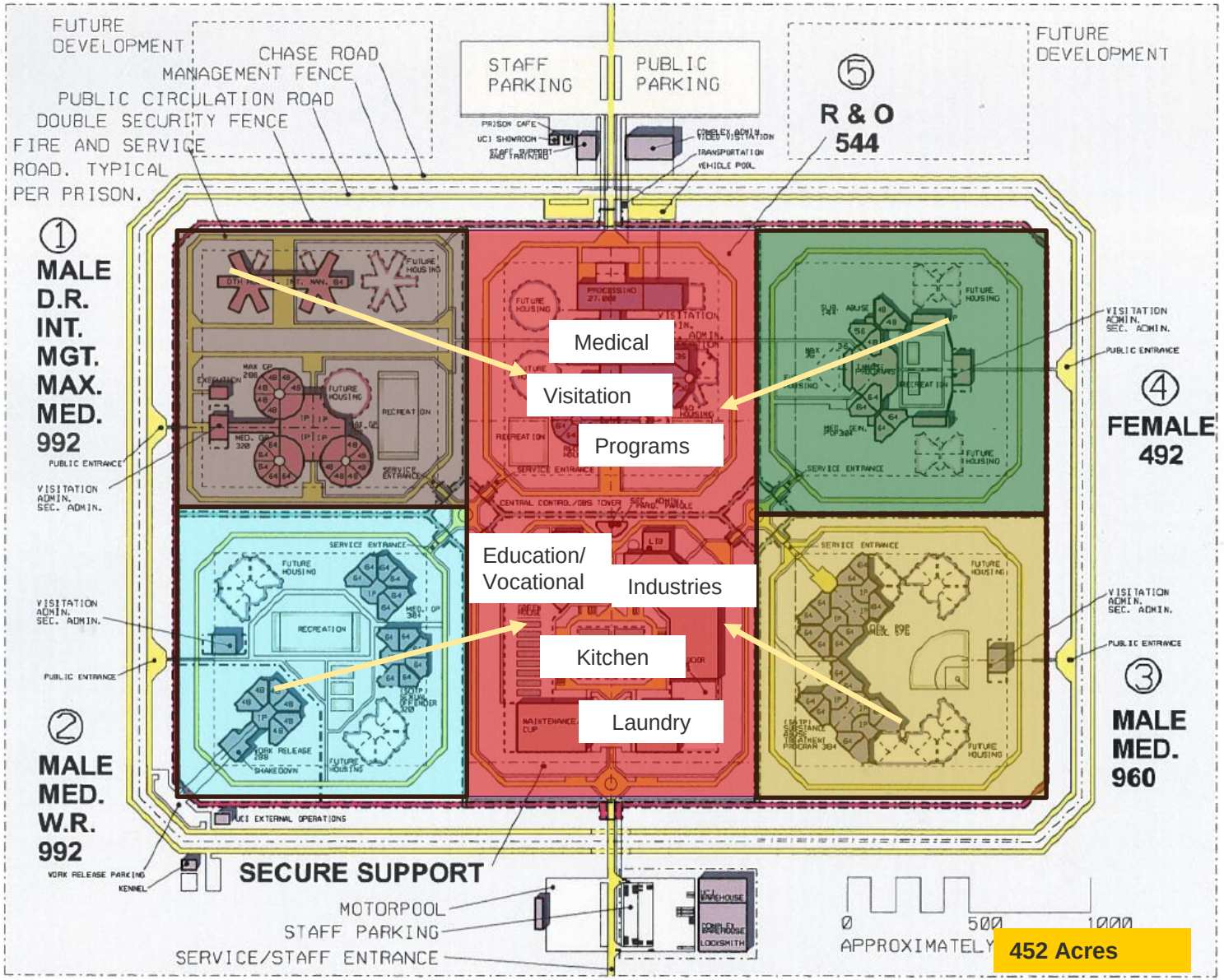
- **High Tech Epicenter.** Salt Lake City, Provo and Ogden in top 15 cities with employees in high tech sector. (2015 - Brookings Institute).

Architectural and Operational Program

- MGT and UDC developed an architectural and operational program for a new facility.

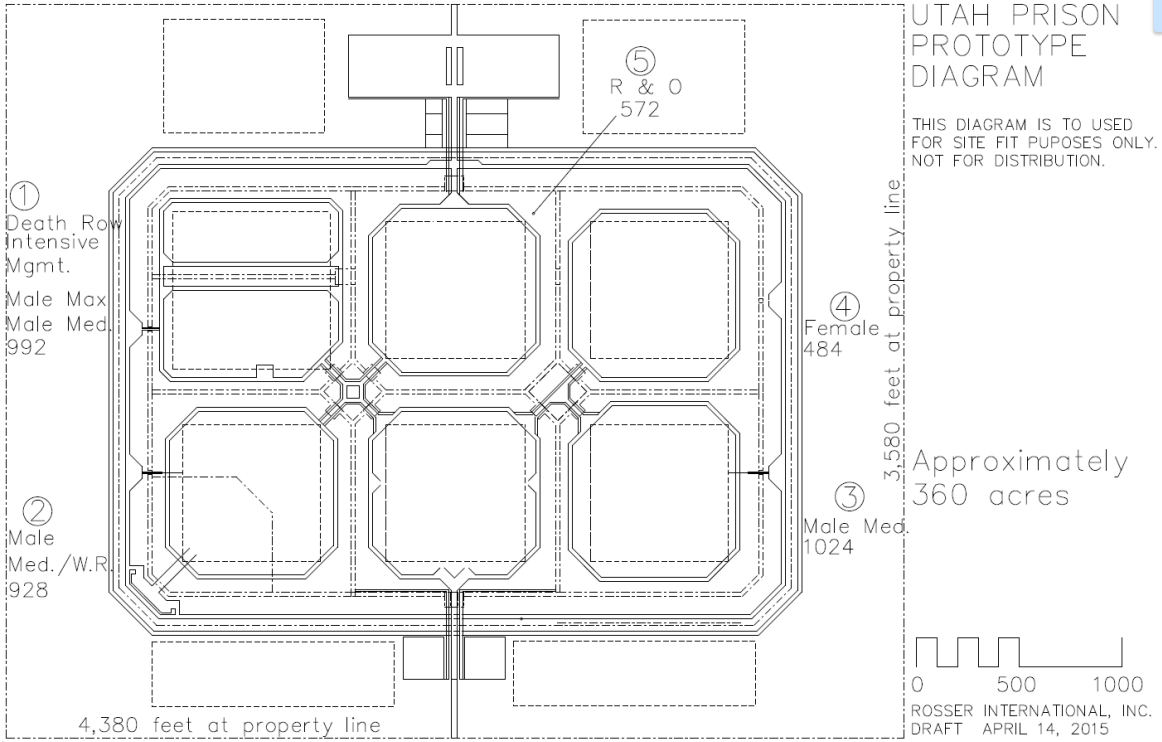
- Key ***guiding principles*** of the new prison were:
  - Maximize programming space.
  - Minimize offender movement requirements.
  - Maximize efficiency.
  - Implement Direct Supervision offender management philosophy.

- Conceptual footprint was designed that had 1.3 million square feet of space.


FUTURE DEVELOPMENT
CHASE ROAD MANAGEMENT FENCE
PUBLIC CIRCULATION ROAD
DOUBLE SECURITY FENCE
FIRE AND SERVICE ROAD. TYPICAL PER PRISON.
STAFF PARKING
PUBLIC PARKING
⑤ R & O 544
FUTURE DEVELOPMENT
① MALE D.R. INT. MGT. MAX. MED. 992
② MALE MED. W.R. 992
③ MALE MED. 960
④ FEMALE 492
Medical
Visitation
Programs
Education/ Vocational
Industries
Kitchen
Laundry
SECURE SUPPORT
MOTORPOOL
STAFF PARKING
SERVICE/STAFF ENTRANCE
0 500 1000
APPROXIMATELY 452 Acres

Architectural and Operational Program

- Because acreage can be expensive, MGT's team was able to reduce the footprint without reducing the square footage of the facility. ***Reduced footprint = 360 acres.***



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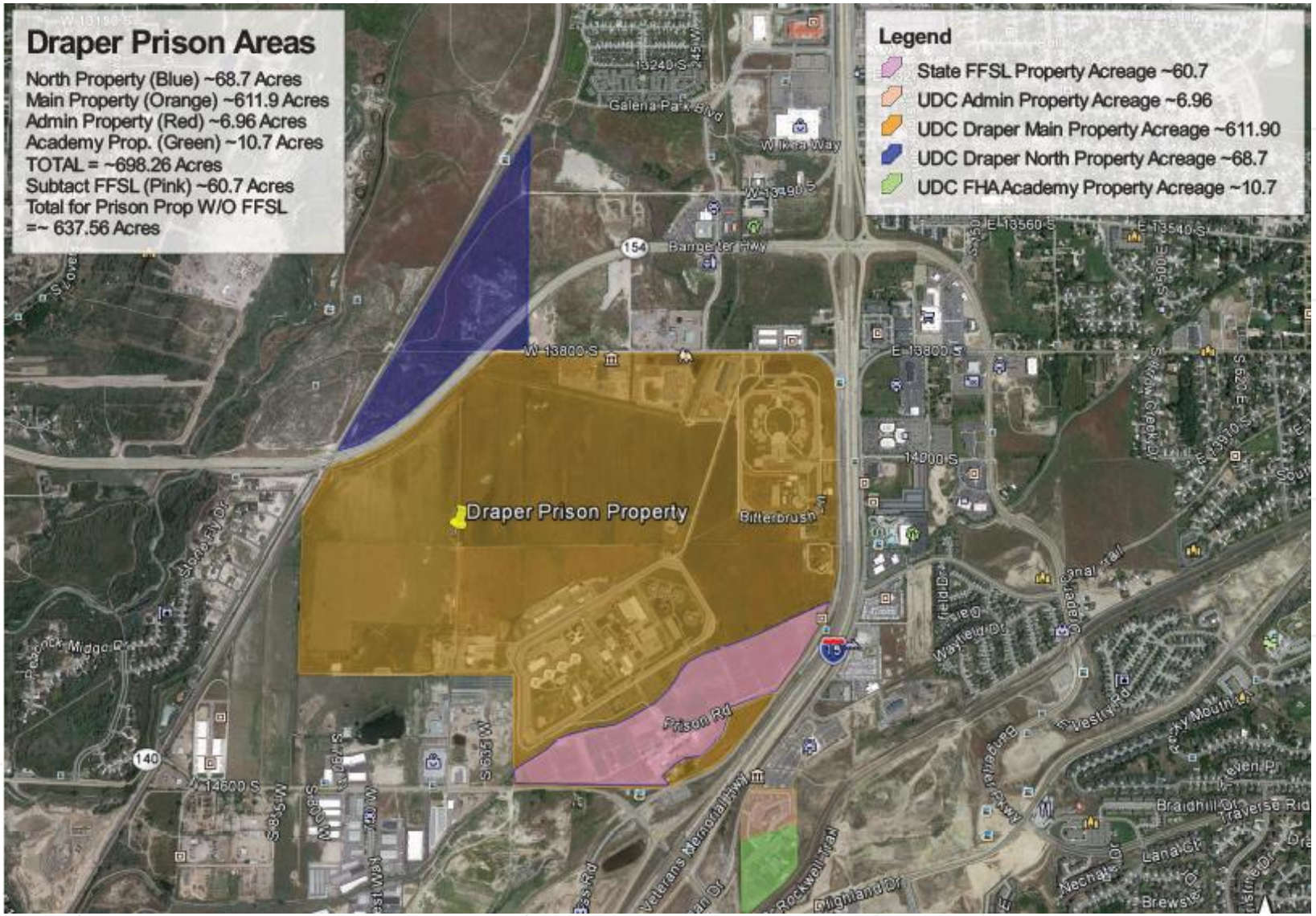
Total Available Land – 698 Acres



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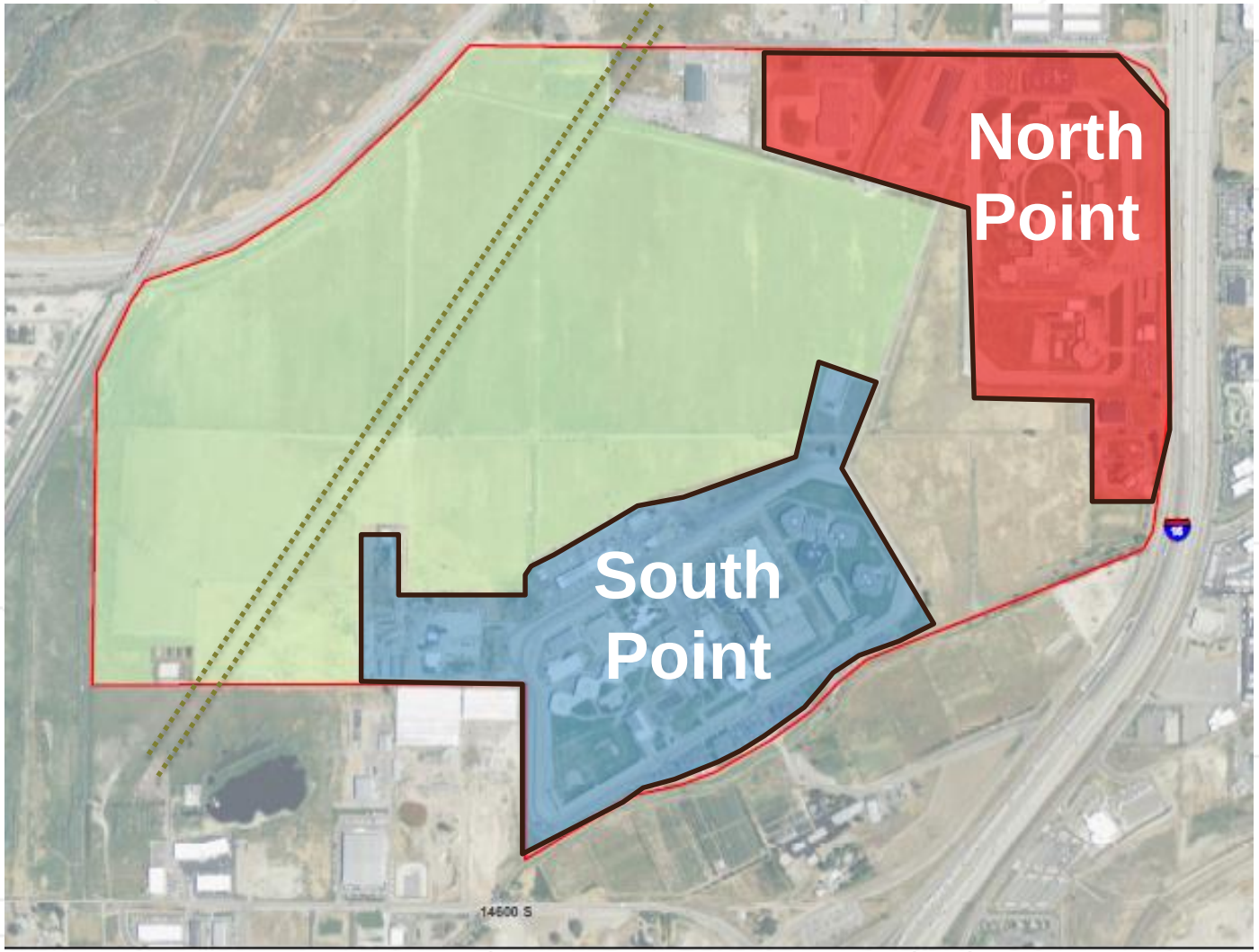
Buildable Acreage on Draper Site

- **Total** of 698 acres. But this includes:
  - Acreage across I-15 where Administration Building and Training Academy sits.
  - Acreage north of Bangerter Highway (zoned TSD for Transit Station for Frontrunner).
  - Property (in pink) owned by Forestry, Fire, and State Lands (FFSL).

- This leaves 534 acres of **contiguous** property. (red outline on next page).



- Contiguous acreage – 534 acres (red outline)
- Vacant Acreage – ***276 acres*** (shaded green)

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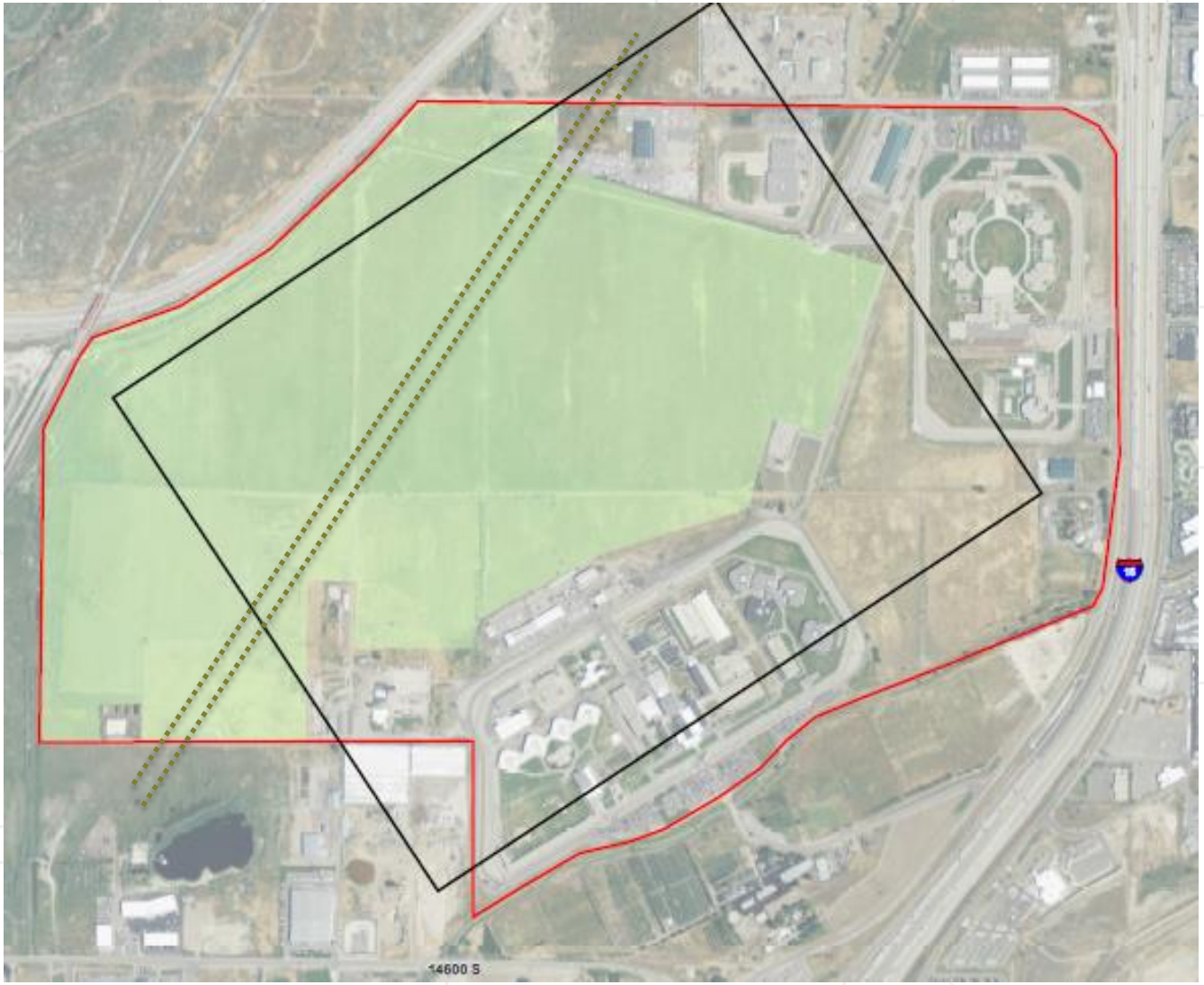
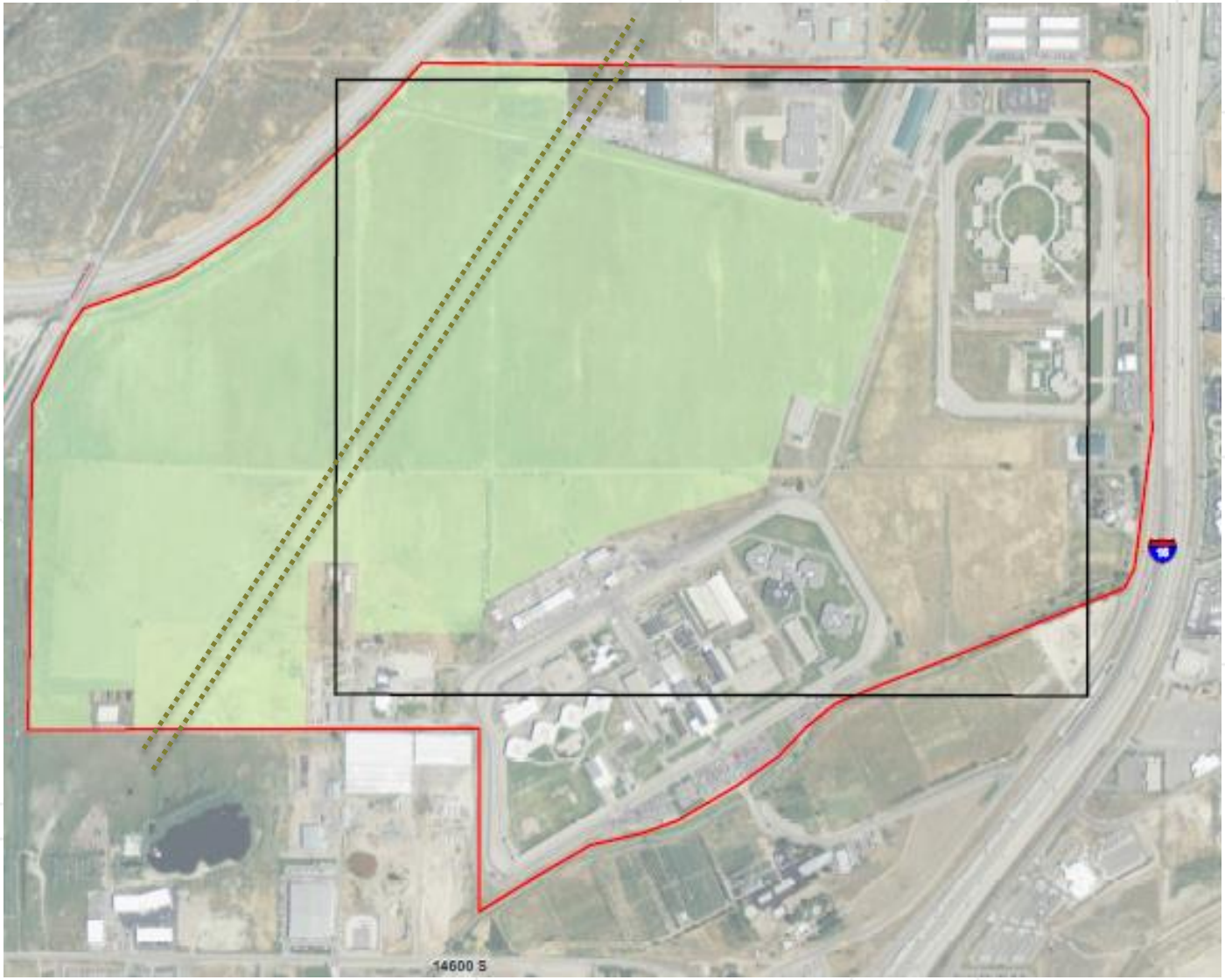
Basic Fit Test – Conceptual Footprint



Basic Fit Test – Conceptual Footprint



Outcomes of Basic Fit Analysis

- Cannot build conceptual prison within vacant acreage.
- Could build in a sequenced phased approach:
  1. Start construction of new facility on vacant acreage
  2. Halt construction at some point as vacant acreage is depleted.
  3. Move portion of inmates and staff out of existing facility to new.
  4. Section off area just vacated and begin demolition.
  5. Once demolition completed and space cleared, restart construction of new prison.
- High powered transmission line bisects the property and must be relocated prior to construction.
  - Estimated power line relocation cost is $3 million per mile.
  - Issue of where to move power line – site is surrounded.

Implications of Phased Approach

- **Increased UDC security risks and operational costs.**
  - Demolition on site of operating prison introduces serious security risks to staff, inmates, volunteers and contractors.
  - Additional UDC staff will be needed to secure and control demolition site.
  - Fence must be installed with setbacks to secure demolition area.
  - Tools can be used as dangerous weapons. Every tool will need to be inventoried as it enters and leaves the demolition site.
  - Material from demolition (rebar, metal, wire, concrete, etc.) can be used as weapons and must be continuously secured.

Implications of Phased Approach

- Civilian access to prison site increases potential for introduction of contraband. The potential for drugs, weapons and other materials rises significantly with the increased traffic of construction staff and material suppliers. UDC will need additional staff to control this contractor access and reduce inmate access to contraband material.

- UDC will incur additional costs operating two prisons at the same time for an extended timeframe.

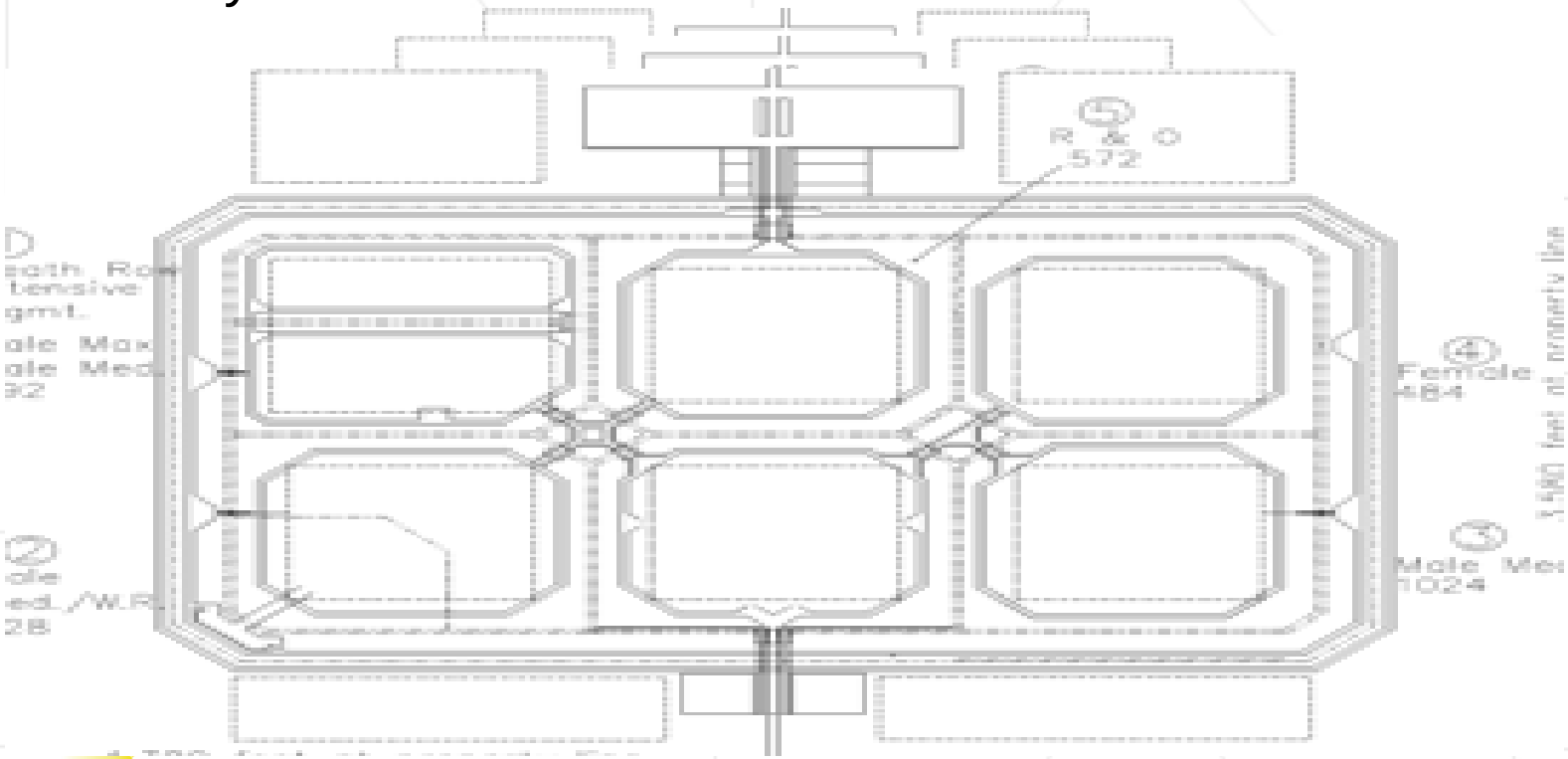
Implications of Phased Approach

- **Increased inflation costs.** Takes more time to complete phased construction of prison. Every year adds $17 million in additional costs.

- **Increased design and construction costs.** Architects/construction firms must develop and implement complex sequenced construction/demolition plan that ensures:
  - Usable vacant ground is created through demolition that allows construction of new facility to progress.
  - Key functions at existing prison are not demolished until end of project.

Implications of Phased Approach

- Forcing conceptual design into available space at Draper will result in design being compromised and potentially reduce its efficiency.



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Financial Benefits of Relocation

- MGT's 2014 report to PRADA contained an economic impact analysis for development of the Draper site.
- Analysis was based on conservative assumption that 63% of the land area would be developed for residential and retail.

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%

Financial Benefits of Relocation

- Economic benefits of this analysis:
  - More than 13,000 jobs created during construction.
  - $1.8 billion in annual economic output after full build-out.
  - More than 18,000 jobs created after full-build-out.
  - $94.6 million in annual state and local tax revenues generated after full build-out.
- Benefits likely greater if site developed with greater concentration of industrial or high-tech businesses.
- Draper site appraised value: ***$51,000,000***

Cost/Benefit Outcomes

- Building a new prison offsite will cost $550 million.
- Maintaining and improving existing prison will cost $578 million over 20 years.
- Building on the current Draper site averts need to purchase new site and much of the infrastructure connection costs.
- These averted costs offset by increased costs:
  - Longer construction due to phased construction/demolition
  - Greater costs developing and implementing sequenced construction and demolition schedule.
  - Greater UDC operational costs controlling demolition sites and operating 2 facilities for an extended period.

Cost/Benefit Outcomes

- Building off-site, allows current prison site to be developed, creating more than 18,000 jobs, $1.8 billion in annual economic output and nearly $95 million in annual tax revenues. These benefits do not exist if is built on current Draper site.

- Investment in local infrastructure of one of fours sites would have community-wide benefit and could spur economic development.

Conclusions

- Utah State Prison plays a key role in the overall success of the state's correctional system and needs to be replaced.
- Simply repairing and maintaining the existing prison is costly, and will result in continued inefficiencies.
- Not enough vacant acreage to completely build on Draper site while fully operating existing prison.
- Prison could be built on site in a sequenced construction/demolition approach.

Conclusions

- Sequenced construction/demolition approach has significant operational and financial implications:
  - Creates serious security risks for existing prison through introduction on contraband and materials for weapons.
  - Increases UDC staffing costs due to need to continuously control and secure demolition site.
  - Increases UDC staff costs due to need to operate two prisons for extended period of time.
  - Increases the costs of design and construction.

- Significant financial benefits for the state result from the development of the Draper site.

Thank you

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