Utah Prison Relocation Commission

Final Report on the Draper Prison Relocation

September 29, 2015

Utah State Capitol Building, Salt Lake City

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Executive Summary

Executive Summary

Utah State Prison, Draper, Utah

In its 2014 General Session, the Legislature passed and the governor concurred in H.C.R. 8, "Concurrent Resolution Regarding Moving the State Prison." That resolution states "that the Utah State Prison facilities currently located in Draper should be relocated from that site to one or more other suitable locations in the state" and "that the relocation of the prison facilities should be guided by the principles" stated in the resolution, including being conducive to future inmate programing, facilitating an adequate level of volunteer and staff support, and ensuring access to courts, medical facilities, and visitors. The same year the Legislature also enacted S.B. 268, "Prison Relocation Commission," which created the Prison Relocation Commission, outlined its membership, and established its duties.

During the 2015 General Session, the Legislature passed H.B. 454, "Prison Development Amendments," which modified the responsibilities of the Prison Relocation Commission (PRC). H.B. 454 required the PRC to "choose the site for the construction of new prison facilities" and "report the commission's choice to the president of the Senate, the speaker of the House of Representatives, and the governor."

The PRC's responsibilities have included carefully and deliberately considering, studying, and evaluating how and where to move the Utah State Prison. For more than a year, the PRC thoroughly assessed almost 50 potential sites voluntarily offered by land owners and their representatives. After screening and assessing the sites for suitability, the PRC conducted rigorous technical evaluations on four of the most promising sites located in Salt Lake County, Tooele County, and Utah County.

The process of siting a new correctional facility presents unique issues and challenges that come with correctional facility development and can make the process more complex, time-consuming, and costly than other public projects of a similar scale. Through careful attention to detail during the site identification, screening, and comparative evaluation process, as well as public involvement and stakeholder outreach, the PRC has accomplished the task of identifying a preferred site for the relocation of the Utah State Correctional Facility.

At its August 11, 2015 meeting, the PRC voted unanimously to recommend to Governor Herbert and the Utah Legislature that the I-80/7200 West site, which is three miles west of the Salt Lake City International Airport, be the location for a new state correctional facility. The PRC believes the I-80/7200 West site offers the greatest overall value for Utah residents and taxpayers, including the best accessibility for employees, volunteers, and visitors; the best location to promote the state's criminal justice reinvestment initiative; the lowest long-term operational costs; and the greatest opportunity for nearby compatible economic development.

On August 19, 2015, the Utah House of Representatives and the Utah State Senate agreed with the PRC and adopted a resolution approving the I-80/7200 West site for correctional facility development and forwarded it to Governor Herbert for consideration. The governor agreed and on August 20, 2015, endorsed the I-80/7200 West site for development of the new Utah State Correctional Facility.

The new correctional facility will be a modern, state-of-the-art complex that will provide high-quality inmate treatment services, reduced transportation costs for prison employees and volunteers and allow for easy connectivity to local and regional court facilities, county jails, and medical facilities. As a further benefit, the industrial-zoned land area identified for the prison relocation is located away from residential areas. Coupled with the justice reinvestment reforms now underway, the new correctional facility will position Utah's system as the nation's model criminal justice system.

1. Introduction

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For much of the past decade the Prison Relocation and Development Authority (PRADA) was responsible for planning for the relocation of the Utah State Prison. During its existence, PRADA carried out several studies of possible locations for new prison development. In late 2013, PRADA undertook a comprehensive examination of the Utah prison system that included an assessment of the feasibility of relocating the Utah State Prison from its present location in Draper to an alternative site. PRADA's goal was to prepare a 20-year Master Plan that would guide the capacity and operational needs of the Utah Department of Corrections (UDC), while identifying the associated costs and benefits should the Utah State Prison be relocated from Draper. The final Master Plan showed that the state would incur significant costs to maintain the Draper facility even if it were not relocated. It also outlined the substantial economic benefits the state might realize if the prison were relocated and the property redeveloped.

During its 2014 General Session, the Legislature passed and the governor concurred in H.C.R. 8, "Concurrent Resolution Regarding Moving the State Prison." That resolution states "that the Utah State Prison facilities currently located in Draper should be relocated from that site to one or more other suitable locations in the state" and "that the relocation of the prison facilities should be guided by the principles" stated in the resolution, including being conducive to future inmate programing, facilitating an adequate level of volunteer and staff support, and ensuring access to courts, medical facilities, and visitors.

The Legislature also enacted S.B. 268, "Prison Relocation Commission," which created the Prison Relocation Commission (PRC), outlined its membership, and established its duties. With completion of the 20-Year Master Plan by PRADA, continued planning for the relocation of the Utah State Prison became the responsibility of the PRC and the duties and involvement of PRADA ended.

During its 2015 General Session, the Legislature passed H.B. 454, "Prison Development Amendments," which modified the responsibilities of the PRC. H.B. 454 requires the PRC to "choose the site for the construction of new prison facilities" and "report the commission's choice to the president of the Senate, the speaker of the House of Representatives, and the governor."

The PRC's responsibilities have included carefully and deliberately considering, studying, and evaluating how and where to move the Utah State Prison. For more than a year, the commission thoroughly assessed almost 50 potential sites voluntarily offered by land owners and their representatives.

After screening and assessing the sites for suitability, the PRC conducted rigorous technical evaluations on four of the most promising sites located in Salt Lake County, Tooele County, and Utah County.

At its August 11, 2015 meeting, the PRC voted unanimously to recommend the I-80/7200 West site, located three miles west of the Salt Lake City International Airport, as the location for a relocated state correctional facility. The PRC believes that this site offers the greatest overall value for Utah residents and taxpayers, including the best accessibility for employees, volunteers, and visitors; the best location for a correctional facility that will promote the state's criminal justice reinvestment initiative; the lowest long-term operational costs; and the greatest opportunity for nearby compatible economic development.

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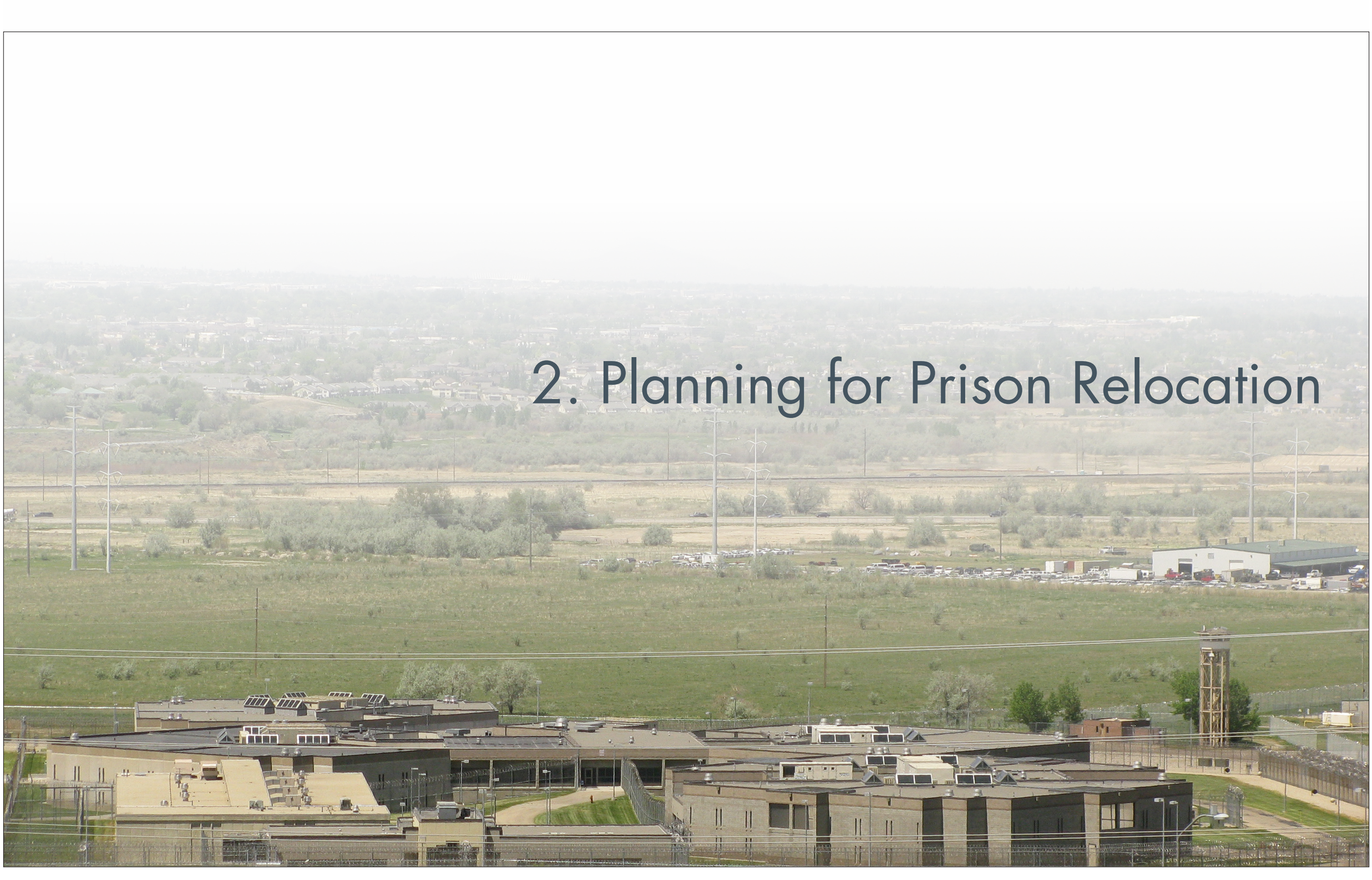
Utah State Prison, Draper

Utah State Capitol Building, Salt Lake City

2. Planning for Prison Relocation



2. Planning for Prison Relocation

Background

Whenever the state courts order a period of confinement, the Utah Department of Corrections (UDC) is responsible for enforcing the judgments. Subsequently, the mission of UDC is to protect society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-effective, and appropriately secure, and that provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens.

UDC currently provides housing for state inmates in three locations: the Utah State Prison in Draper, the Central Utah Correctional Facility (CUCF) in Gunnison, and via contracts with 21 county jails. The combined maximum capacity of the two state-run institutions is 5,576 inmates with an additional 1,840 inmate capacity in county jails, and up to 100 inmate capacity in other states through an interstate compact agreement (total: 7,516 inmates). As of the end of 2014, approximately 7,037 inmates were housed in these four locations.

The Utah State Prison is the larger of the two correctional facilities operated by UDC. UDC first began housing state inmates at the Utah State Prison in 1951. Today, the Utah State Prison is a complex that has the capacity to house a maximum of 3,980 offenders within seven distinct units. UDC offers inmates a variety of programming opportunities, including education, vocational training, sex-offender treatment, and intensive residential substance abuse treatment. The facility also functions as the intake and outtake facility for the entire department. It is also the only facility equipped to provide treatments to special populations, such as geriatrics and women.

The CUCF, located in Gunnison, was opened in 1990 and today can house a maximum of 1,596 male inmates. The CUCF is situated within a rural area of southwestern Sanpete County approximately 110 miles south of Salt Lake City. Currently, the CUCF is being expanded with construction underway on a 192-bed housing unit. Like its counterpart in Draper, the CUCF offers a variety of programming opportunities, including educational, vocational, treatment, and life skills programming.

Utah's offender population is expected to continue to increase over the next 20 years. The inmate population experienced significant growth between 1991 and 2000 (95%), which slowed to 19% between 2001 and 2010, and only increased slightly (3.4%) between 2011 and 2013. In late 2013, the inmate population began to decrease and has declined by more than 200 inmates since that time. (Inmate population projections prepared by the MGT Team in 2014 for the state of Utah forecasted the inmate population continuing to grow but at a slower pace with a 2.0% annual increase between 2014 and 2015 and a 1.5% annual increase between 2032 and 2033).

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

Prison Relocation Master Plan

In early 2014, the 20-year Master Plan was completed to guide the capacity and operational needs of UDC, while identifying the associated costs and benefits should the Utah State Prison be relocated. The key findings and recommendations from the *"Master Plan for the Potential Relocation of the Draper Prison"* (January 2014) are summarized below.

- The state would need to spend *$239 million* (in 2014 dollars) in next 20 years just to maintain the existing Utah State Prison.
- The state would have to spend an additional *$150 million* to add program space at the prison.
- Therefore, constructing the needed additional program space to implement reforms increases overall costs to *$389 million* over the next 20 years.
- Even with these expenditures the state is left with inefficiently arranged prison that is costly to operate.
- According to a 2014 appraisal, the value of the Utah State Prison property in Draper, if sold, is $51 million.

- Analysis of the economic impact of the redevelopment of the Utah State Prison property found:
  - More than 13,000 jobs would be 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.

Based on this analysis, the Legislature determined that the benefit of relocating the prison outweighed the cost.

While various studies and appraisals have been performed over the past decade to determine the feasibility, costs, and benefits associated with relocating the Utah State Prison, the Master Plan provided a comprehensive, system-wide examination and a sound basis for the decision to relocate the Utah State Prison and move forward with planning for development of replacement facilities.

State of Utah
Prison Relocation and Development Authority

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

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Austin, Texas 78704
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3. Correctional Facility Siting Process

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

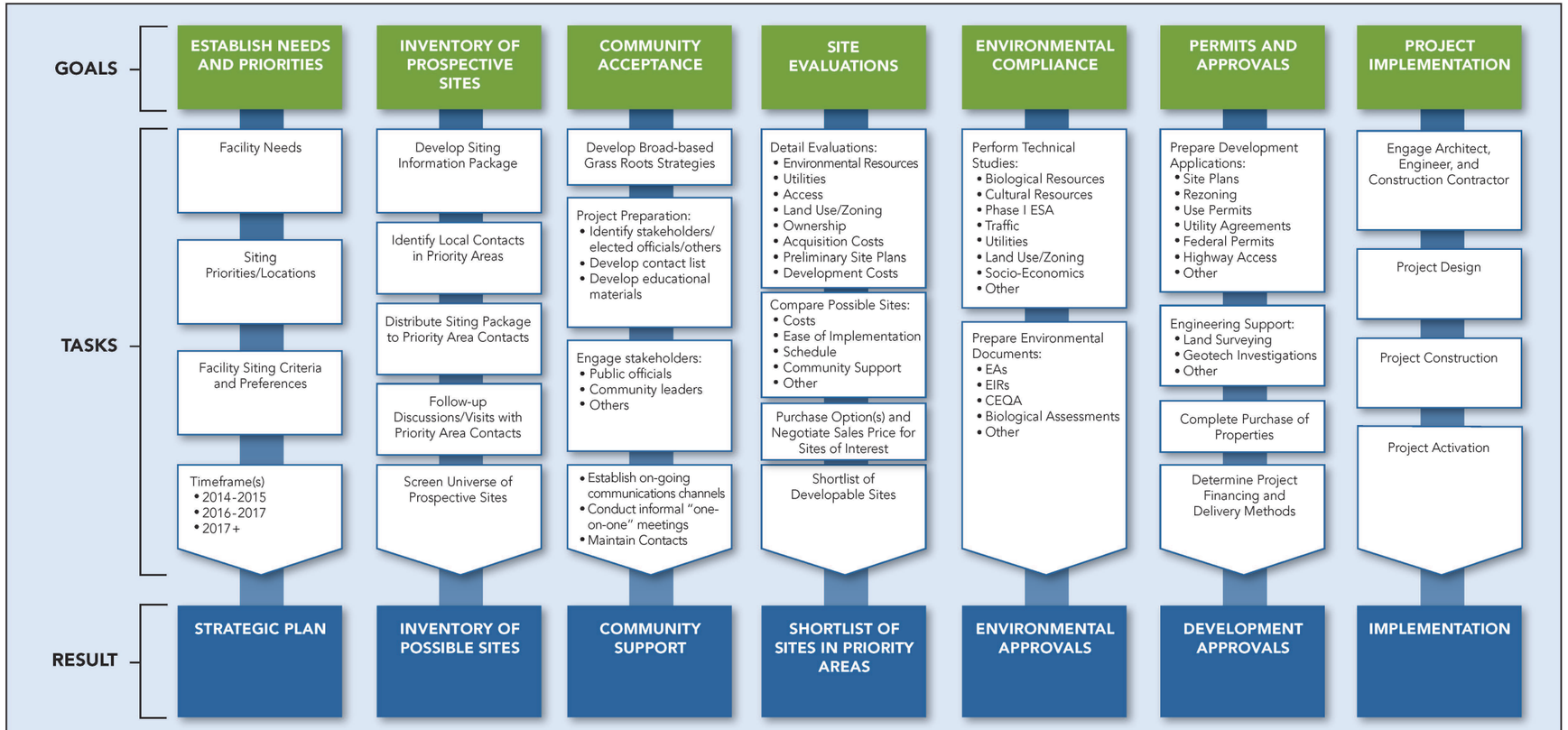
Site Identification Process

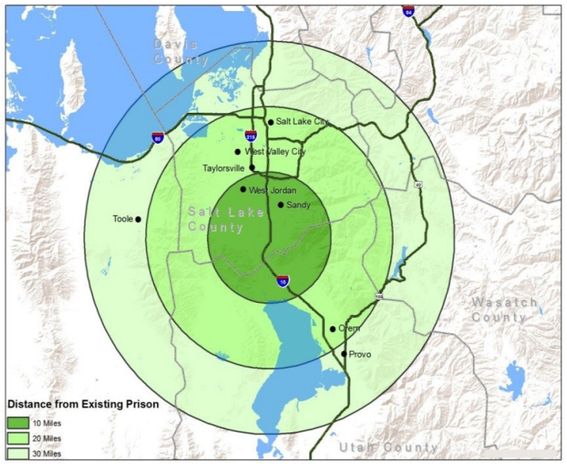
The PRC carried out correctional facility siting using a well-tested process. It began by establishing its needs and priorities early and engaging in the identification, screening, and evaluation of prospective sites using a defined set of criteria. Beginning in July 2014, and with only basic site requirements as a guide, the PRC called upon property owners, the real estate industry, and others to offer potential sites for development of a new correctional facility and submit information about prospective sites.

At the same time, a search radius was established within which efforts to identify and elicit prospective correctional facility sites would be focused. Relying upon input from the PRC and UDC, the initial site search radius took into account the following:

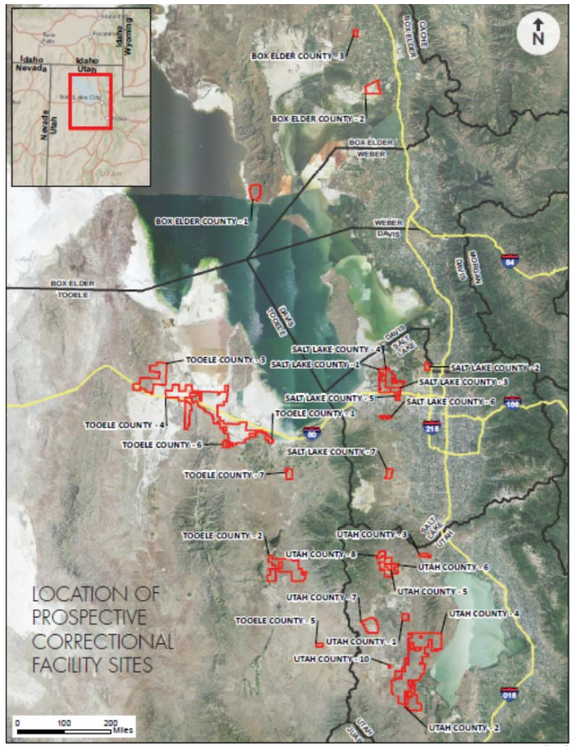
- Residence of current Utah State Prison workforce
- Locations of volunteers and volunteer organizations currently supporting/serving the Utah State Prison
- Locations of medical and health care services currently supporting/serving the Utah State Prison
- Locations of legal infrastructure currently supporting/serving the Utah State Prison
- Resident population concentrations
- Regional transportation networks

Siting and Development Process





Initial Site Search Area



Locations of Initial Prospective Sites

Based on these parameters, the initial site search radius comprised all or portions of six counties: Box Elder County, Davis County, Salt Lake County, Tooele County, Utah County, and Weber County.

During this time, the PRC also reached out to state and local elected officials, community planners and engineers, property owners/representatives with large land holdings, and others with knowledge and understanding of the real estate market, property ownership, trends in development, the availability of infrastructure, and similar conditions. The PRC also met individually with planning and economic development officials representing the six counties within the search radius to explain the siting process and solicit their interest and input. At these meetings, the PRC also requested information regarding potential sites that could accommodate correctional facility development. Within several weeks of first publicizing the PRC's interest in identifying possible sites, it received initial offers or inquiries concerning 26 properties and began a dialogue with representatives of each. Eventually, about 50 sites were offered to the PRC for consideration.

Site Screening Criteria

While the PRC searched for sites, it devoted considerable effort to developing site screening criteria that represented the PRC's siting preferences and priorities. The criteria would facilitate screening evaluations of all prospective sites. The PRC's adopted criteria were used to screen the prospective sites. The weights assigned to each are described below.

Proximity (Points: 35 of 100)

Criteria – Proximity to Staff, Visitors, and Volunteers: Successful facility operation is dependent upon ready access to UDC staff, visitors, and volunteers. In addition, UDC is continuously hiring new staff to replace those that retire or otherwise leave the department; thus, proximity to large population centers from which to recruit new staff is an important consideration. Sites requiring long drive times from major population centers should be avoided as they will reduce the likelihood that current and future staff, visitors, and volunteers will continue to support the facility. For initial study purposes, the prime search area extended from southeastern Box Elder County to northern Utah County and from eastern Tooele County to central Salt Lake County.

Criteria – Proximity to Medical Treatment Providers and Legal Services: Facility operation is also dependent upon ready access to the medical and legal infrastructure located in Salt Lake County. Sites requiring long drive times to reach such infrastructure will result in higher operating costs and should be avoided.

Land and Environment (Points: 15 of 100)

Criteria – Land Area: Development of the correctional facility requires sufficient land area for placement of structures, parking areas, access roads, etc., as well as provision of a buffer between the facility and neighboring properties. The minimum area necessary for facility development is 500 acres, in a configuration with similar lengths and widths.

Criteria – Site Topography: Topographic conditions influence facility placement within the site, facility layout and design, and construction costs associated with site grading and preparation. Sites exhibiting minimal topographic relief (1-2 percent slope) will facilitate development while minimizing costs and are preferable over sites with pronounced changes in topography.

Criteria – Soil Characteristics: Sites with shallow bed rock should be avoided because they increase the costs associated with construction of structures, access roads, parking areas, and underground utilities. Soils with liquefaction potential also pose increased risk during seismic events.

Criteria – Wetlands: Development in wetlands should be avoided when possible. The alteration or loss of wetland areas can result in adverse environmental impacts, including potential habitat loss, increased flooding in surrounding areas, and decreased groundwater recharge. Use of wetland areas for development purposes frequently requires a significant commitment of time and resources to satisfy the regulatory review and permit processes.

Criteria – Hazards Avoidance (Flooding): Sites affected by flooding should be avoided. The volume and momentum of rushing river water at flood stage has the potential to create a wide path of destruction. Such flooding could significantly disrupt correctional facility operations, adversely affect facility security, and cause severe structural damage.

Criteria – Hazards Avoidance (Geologic Faults and Seismicity): Geological fault zones and active seismic areas should be avoided. They present a potential threat to the integrity of facility structures, institution security, and the welfare and safety of inmates and staff.

Criteria – Hazards Avoidance (Landfills): Sites previously used for waste disposal (landfills) should be avoided. Landfills have potential for methane gas releases, leachate formation, and settlement damaging structures, roadways, and utilities.

Criteria – Hazards Avoidance (Emergency Evacuation): Sites in proximity to hazardous waste treatment/disposal facilities, petrochemical plants, fuel storage tanks, railroads transporting dangerous freight, and similar activities should be avoided. Such uses represent potential safety risks and during emergencies may require evacuation, which is not an option available to correctional facilities.

Infrastructure (Points: 15 of 100)

Criteria – Access: Most of the current workforce for the Draper facility resides along the Wasatch Front. A new correctional facility will need to be accessible to workers using a network of regional highways and public transit connections. Easily accessible sites are also more convenient to visitors and vendors. There should be no obstructions, height limitations, or weight restrictions to access by employees, service vehicles, emergency responders, and visitors.

Criteria – Water Supply: The new facility will require an uninterruptible supply of 500,000 - 600,000 gallons of water daily for domestic, culinary, cooling, and fire protection purposes. Locations that minimize the cost for extending or otherwise improving such services are preferred over sites requiring costly improvements. The state would need to consider development of on-site water supply systems for sites inaccessible to public/private water supply systems.

Criteria – Wastewater Treatment: The new facility will require wastewater collection and treatment systems capable of treating an average of 450,000 - 550,000 gallons daily. Locations that minimize the cost for extending or otherwise improving such services are preferred over sites requiring costly improvements. The state would need to consider development of on-site wastewater treatment and disposal systems for sites inaccessible to public/private treatment systems.

Criteria – Electric Power: The new facility will require continuous and back-up electric power. Although precise power requirements are yet to be determined, sites must have access to primary electric power transmission systems. Sites that minimize costs associated with extending, upgrading, or otherwise improving power supply equipment are preferred over sites that require costly improvements.

Criteria – Natural Gas: The new facility will require natural gas service. Although natural gas supply requirements are yet to be determined, sites must be located within areas serviced by natural gas supply companies providing uninterruptible gas supply. Locations that minimize the cost for extending, upgrading, or otherwise improving natural gas supply are preferred over sites that require costly improvements.

Criteria - Communications: The new facility will require communications service. Although specific communications requirements are yet to be determined, sites must have access to modern communications systems with operators providing local, long distance, and mobile services. Locations that minimize the cost for extending, upgrading, or otherwise improving communications service are preferred over sites that require costly improvements.

Community Services/Other (Points: 10 of 100)

Criteria – Police Protection: Sites must be within or near areas served by municipal/county police departments employing full-time officers, dispatchers, and support personnel. While UDC relies upon its staff and resources to ensure institution security, in the event of an emergency, immediate back-up support from local (nearby) police resources is desirable.

Criteria – Fire Protection: Sites must be within or near areas served by public/volunteer fire departments having trained firefighters, dispatchers, and equipment. Although new correctional facilities are fire resistive and have fire and smoke detectors, sensors, and/or sprinkler systems, in the event of an emergency, it is advantageous to have local (nearby) fire protection resources and support available.

Criteria – Medical Care: Sites must be within areas served by public/private hospitals providing fully staffed, 24-hour emergency services. New facilities include fully equipped and staffed medical units. In addition, UDC contracts with the University of Utah Medical Center for specialized treatments unavailable within UDC institutions. If a serious accident, illness, or similar emergency occurs, it is advantageous to have emergency care services and support available from local (nearby) medical resources.

Criteria – Adjoining and Nearby Land Uses: Sites containing residential or commercial activities, or bordering upon residential neighborhoods, parks and playgrounds, schools, religious and cultural sites, or similar land uses must also be avoided. Land use conflicts may arise when developing a correctional facility adjacent to or near residential neighborhoods; a buffer reduces the potential for land use conflicts.

Criteria – Ownership: Sites must be free of deed restrictions and covenants. They must also include surface and subsurface rights to give the state the ability to acquire, develop and effectively manage the site. The state should consider use of public lands when available, practical, and better suited than private lands.

Development Costs (Points: 10 of 100)

Criteria – Development Costs: Sites that require high costs to develop (land acquisition, site preparation, infrastructure improvements, environmental mitigation, local assessments, and fees, etc.) relative to other sites must be avoided. The total cost to develop is the basis for comparison between prospective sites.

Community Acceptance (Points: 15 of 100)

Criteria – Community Acceptance: Preferably, sites will be located in or near communities whose leaders have expressed willingness to accept/support correctional facility development. Supportive communities are more likely to assist with provision of utilities and other local services and avoid legal and other challenges while communities in opposition often mount challenges that can result in costly delays.

Criteria	Points Assigned
Proximity Proximity to Staff, Visitors, and Volunteers Proximity to Medical and Treatment Providers Proximity to Legal Services	**35**
Land and Environment Land Area and Topography Soil Characteristics Wetlands Hazard Avoidance (floods, faults, landfills, etc.)	**15**
Infrastructure Access to Roadways Water Supply Wastewater Treatment Electric Power Natural Gas Telecommunications	**15**
Community Services/Other Emergency Response Services Adjoining and Nearby Land Uses Ownership	**10**
Development Costs	**10**
Community Acceptance	**15**
GRAND TOTAL	**100**

Site Screening Process

Each prospective site was subjected to an initial screening to determine its suitability. The purpose of the site screening process was to quickly and efficiently screen sites to eliminate those which are unsuitable for correctional facility development while identifying sites that most closely adhere to the PRC's stated preferences and priorities. The screening process consisted of evaluating each site using PRC-adopted criteria to screen out those sites that clearly did not merit further consideration. Sites that best conformed to the PRC's criteria were then subjected to more detailed levels of assessment and evaluation to continue to eliminate flawed or unsuitable sites, leaving only the most suitable sites for further consideration. By applying the site screening criteria, the PRC reduced the number of sites that underwent further study to a small number of highly rated sites.

While meeting or exceeding the criteria was the goal, it was unlikely that any site could achieve all the requirements, and strictly adhering to all siting requirements would result in elimination of viable sites from consideration. Therefore, flexibility was necessary to achieve the desired result: identification of sites that could be developed for correctional use within a preferred area, at reasonable cost, and with minimal adverse environmental and community impacts.

While the site screening team inspected each site, in lieu of time-consuming and costly field investigations it relied largely upon information provided by property owners and gathered from reliable published data sources such as:

- USGS Topographic Maps
- USGS Seismic Ratings Maps
- USFWS National Wetland Inventory Maps
- USDA Soil Surveys
- FEMA Flood Hazard Maps
- Aerial Photographs
- State and Local GIS Databases
- Other sources

The PRC revisited its siting criteria in December 2014 to allow the consideration of sites located within a broader geographic region while encouraging offers of additional sites for consideration. From the feedback provided by local officials, stakeholders, and the public, the PRC also adopted four additional guidelines to follow when assessing the viability of correctional facility development at the highly rated sites from the first screening and other sites offered after December 2014:

- 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 will 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 would likely occur in the foreseeable future?
- What is contemplated in the land use plan of the local community where the proposed site is located?

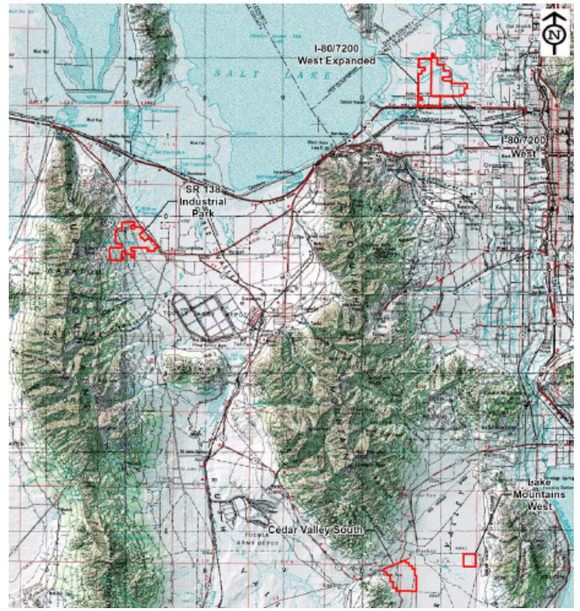
Through successive iterations of site screening, the PRC was able to reduce from 50 the number of sites selected to undergo more detailed study.

Accounting for sites voluntarily withdrawn by property owners, the PRC focused its resources towards in-depth technical investigations and evaluations for four finalist sites considered best able to be developed for a new, state-of-the-art correctional institution:

- I-80 7200 West Site (Salt Lake County)
- SR 138 Industrial Park Site (Tooele County)
- Lake Mountains West Site (Utah County)
- Cedar Valley South Site (Utah County)

Sites that passed each stage of analysis were subjected to more in-depth and thorough investigation involving extensive on-site work and considerably more time, effort, and resources than previously conducted. This stage of the site evaluation process included assessing the following features and considerations for the four finalist sites:

- Site features: acreage, number of owners, number of parcels, jurisdiction
- Topographic features: slope, site preparation requirements
- Subsurface characteristics: seismic potential, geologic features, soil conditions and limitations
- Environmental and cultural resources: wetlands, special status species habitats, archaeological and architectural resources
- Potential for contamination from past/current land uses and neighboring lands
- Utility infrastructure: jurisdiction, availability, capacity, proximity, access
- Transportation systems: highway access, transit services
- Adjoining/nearby land uses: potential for conflicts, health and safety risks
- Cost of development: land acquisition, site preparation, infrastructure improvements, environmental mitigation requirements
- Community considerations: interest, acceptance, support, opposition



Location of four finalist sites in Salt Lake, Tooele, and Utah Counties.

4. Informing and Involving the Public

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Accurate, timely, and effective communications are essential elements of any large-scale and complex undertaking such as the development of new correctional facilities. Such an undertaking had the potential to affect local and statewide interests and therefore communicating with community leaders, civic and business groups, stakeholders, and the public throughout the process was essential to effective decision making and to achieving a more satisfactory outcome for all.

The PRC recognized the challenges it faced as the state moved forward with planning, siting, and eventual design, construction, and activation of a new correctional facility to replace the current Utah State Prison in Draper. The PRC also acknowledged the value and importance of effective communications between its members and elected and appointed officials, interest groups, the media, and the public during the planning and decision making process. From the outset, the PRC was committed to ensuring that the process of planning and siting a new correctional facility was transparent, defensible, and included the input and involvement of all interested parties.

The PRC, with the support of and in collaboration with UDC and the Commission on Criminal and Juvenile Justice (CCJJ), undertook a robust public information and engagement effort to provide information about the proposed correctional facility and potential project sites, frame the planning and decision making process, offer citizens a variety of means to participate in the planning process, and explain how public input would be considered in the decision making process. The PRC's public outreach and information effort had the following goals and objectives:

- Provide an understanding and rationale of the need for a new correctional facility and its relocation from Draper.
- Demonstrate how the PRC is exercising careful consideration and evaluation of potential sites for a relocated facility.
- Provide information that is readily available and understandable to the general public.
- Continuously inform the public regarding site selection, the evaluation process, and opportunities for input and participation.
- Encourage public interest and constructive input, eliciting the full spectrum of viewpoints.
- Eliminate misunderstanding by providing accurate and timely information through a variety of media sources.
- Provide the means and opportunity for the public to provide input and comment.
- Ensure the public's input is being heard and that their input matters.

Outreach activities were varied in their approach to encourage participation across different audiences, recognizing that individuals and groups receive and process information in different ways.

PRC Meetings

The PRC held ten well-attended meetings during 2014-2015 that coincided with key milestones in the planning and siting process to discuss on-going efforts, accomplishments, and upcoming activities. Meetings were devoted to: the overall correctional facility siting process; establishing criteria to identify and screen prospective sites; preliminary results of the site identification and screening process; recommendations to eliminate sites from consideration and to continue evaluating others; the results of detailed technical evaluations of highly rated sites; comparative evaluations of finalist sites; the changing nature of prison design and construction; and providing an opportunity for the public to give input. PRC meetings provided an additional opportunity to gauge public interest and interact with local officials, stakeholders, and the public.

Newsletters and Fact Sheets

The PRC prepared and widely distributed newsletters concerning various aspects of the prison siting process. In addition, the PRC prepared *Answers to Frequently Asked Questions* in response to the need for accurate information about the potential economic, demographic, and community impacts of developing and operating a new correctional facility to replace the current prison. In addition to placing these publications on its website, the PRC used these publications as meeting handouts and shared them via email with individuals and organizations on the PRC's extensive mailing list.

PRC Website

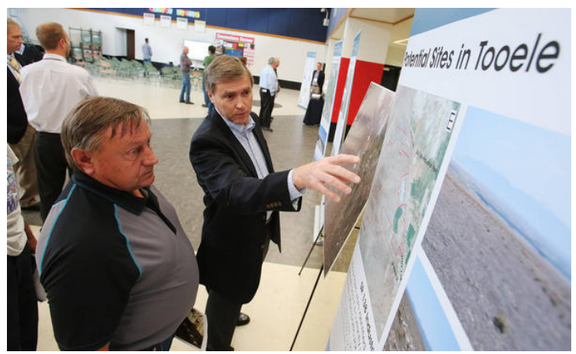
Throughout the planning process, the PRC encouraged interested members of the public to submit ideas, questions, feedback, and concerns through the PRC's email address: **PrisonRelocation@le.utah.gov.** The commission also added interested persons and organizations to its mailing list to receive information about the project and the siting process.

The commission also made information available through the PRC website: **www.le.utah.gov/prc**. The website hosted PRC meeting announcements, agendas, handouts, and presentation materials; newsletters produced on topics of importance and interest; Answers to Frequently Asked Questions; various technical reports including past prison relocation studies; and other informative materials.

Public Information Open Houses

Public information open houses were an effective means of fostering an exchange of information between the PRC and the public. The PRC held these informational events in each county in which a potential correctional facility site was located: Salt Lake, Tooele, and Utah counties.

The information open houses served as informal gatherings that allowed the public to obtain up-to-date information about the prison relocation process and the proposed sites for a new correctional facility. At the events, the public was able to browse informational displays and talk one-on-one with PRC staff, UDC and CCJJ representatives, and the PRC's consulting team. These experts answered questions about the necessity to replace the existing state prison with a new facility, proposed project sites, on-going studies of those sites, Utah's criminal justice reform efforts, and upcoming milestones in the prison relocation process. Question and comment forms were also provided at each open house to solicit feedback on project-related issues. The open houses were invaluable in helping the public to more fully understand the PRC's process and the preliminary results of the PRC's studies.



Panel discussion, June 2, 2015

PRC Public Hearing, June 16, 2015

Panel Question & Answer Sessions

The PRC held a question & answer session in conjunction with each open house to provide citizens access to a panel of experts who could respond to their questions regarding the prison relocation effort. Prior to and during the three sessions, citizens submitted written questions that an impartial moderator relayed to panel members for responses. The panel included the two PRC co-chairs; representatives from UDC, CCJJ, and the PRC's consulting team; and the current Mayor of Gunnison, Bruce Blackham, who was also mayor during the early 1990's when the CUCF was constructed in Gunnison. Over the course of three panel sessions, hundreds of individuals attended and posed insightful and thought provoking questions to the panel. The commission posted these questions, along with feedback forms it received, on its website. Each member of the commission received the question and feedback forms for further consideration.

PRC Public Hearing

At the onset of the planning and siting process, the PRC committed to hold a public hearing prior to formulating any recommendation to the Legislature and governor concerning a final site. In addition to its regular meetings, the open house informational meetings, and the panel question & answer sessions, the PRC held a public hearing on June 16, 2015.

The hearing provided the public an additional forum to address PRC members directly. Individuals asked questions and made comments before the commission, an opportunity that may not have otherwise been available Citizens were able to provide additional input and information to the PRC prior to it considering a final site selection recommendation.

Throughout the year-long effort, the PRC demonstrated its commitment to ensuring that the process of planning, siting, and eventually developing new correctional facilities was open, transparent, and benefitted from the input and involvement of all interested parties.

5. Modern Correctional Facilities

5. Modern Correctional Facilities

As the PRC conducted various technical evaluations of potential correctional facility sites, the commission began to explore how a new facility might look and function. It is clear that the design of correctional facilities has changed dramatically since the prison at Draper was first built in the 1950s. Advances in technology and building materials have facilitated much of this change; however, changes in correctional philosophy and mission have brought the most substantial improvements over the last several decades. A century ago, prisons existed for the singular purpose of separating offenders from society. Today, prisons must also serve to help change inmate behavior.

Building a facility to warehouse more inmates is not the best long-term solution; the challenge is to build a facility with adequate programming space to enable inmates to receive the training and treatment that will help them avoid returning after their release from prison. If a modern correctional facility to replace the Draper prison is constructed with programming and criminal justice reform in mind, it can help reduce recidivism, transform offenders into productive citizens, increase community safety, and save taxpayer dollars.

The new correctional facilities will be designed with these goals in mind. The facilities will look, feel, and function very differently from prisons of the past. As the state of Utah undertakes preliminary architectural programming work, among its principal objectives will be to ensure that new correctional facilities will help achieve these goals to improve Utah's corrections system.

Modern Correctional Facilities

The Utah State Prison in Draper is aging, inefficient, and in need of hundreds of millions of dollars in improvements just to keep operating at its current level. The facility, opened in 1951, has been added on to multiple times over five decades resulting in a haphazard and inefficient layout and operation. It was also built during a time when inmate programs were minimal and thus lacks the adequate programming space necessary to provide proper treatment to offenders. While the Draper prison must be replaced, the state also needed to implement changes in the criminal justice system to reduce recidivism and future growth in the inmate population. The parallel tracks of the Justice Reinvestment Initiative, led by CCJJ, and the PRC's search for a new correctional facility site provided an unprecedented opportunity for improving Utah's correctional system. CCJJ has recommended programs that reduce recidivism, control costs more effectively, and hold offenders accountable; a new correctional facility will allow UDC to implement these reforms more fully.

To successfully facilitate implementation of justice reinvestment principles, Utah's new correctional facility needs to be radically different from the current Utah State Prison. Advances in technology, design, and corrections philosophy have all contributed to changes in how correctional facilities are constructed today. Prison security systems used to be designed from the outside in, relying on walls and watch towers. Today, modern facilities' security systems are built from the inside out, relying upon state-of-the-art security and monitoring systems that largely eliminate the need for guard towers. The facilities are also designed to blend into their host community and often look more like a school or medical campus than the hulking stone buildings of the past.

Historic prison design (1800s to early 1900s); Utah State Prison, Sugarhouse

Historic prison design (1970s)

Modern correctional facility design elements.

Modern Correction Facility Design

Correctional facilities constructed in the last decade are markedly different from their predecessors. Modern facilities are designed to blend into the communities in which they are constructed rather than standing out. They often look more like a community college or medical campus than a prison.

Technological innovation and advancements have resulted in security systems that allow for more efficient management of the offender population. The configuration, design, and layout of modern correctional facilities allows corrections officers to manage inmates more securely, treat them more humanely, and prepare them more effectively for transition back into society.

The perimeter of a modern correctional facility is one of its most noticeable features. Instead of fencing fortified with multiple strands of coiled razor ribbon, many of today's correctional facilities have climb-resistant fences. These fences secure the perimeter by configuration rather than by razor ribbon.

Guard towers were common in old-style prisons, but they are expensive to man and have become obsolete. The Utah State Prison in Draper currently utilizes seven guard towers that cost over $2 million annually to staff. New correctional facility design has replaced towers with technology that can better monitor the perimeter, thereby freeing up correctional officers for other activities. These advancements are not only more aesthetically pleasing, but are also more effective and less costly.

Within the perimeter, high-mast lighting fixtures have been replaced by low mast, low glare lighting fixtures. These fixtures prevent light pollution and keep light from spilling over into adjacent properties. Modern lighting systems also provide shielding features that reduce the facility's lighting footprint and protect the night sky.

The interior design of correctional facilities has also changed. Prisons of the past were dark with steel barred doors that were very loud when activated. Modern facilities are designed to allow more natural light into the facility. Tall and narrow slit-windows have been replaced by more open, traditional-looking windows. Steel bars and noisy security doors have been replaced by security glass and quieter pneumatic sliding doors. The result is a more organized and orderly environment for both the inmates and staff and one that is conducive to successful inmate rehabilitation and management.

Modern facility designs also dramatically change how a corrections officer interacts with and supervises inmates. Pods are arranged to allow officers to directly interact with inmates at all times. This not only allows an officer to intervene more quickly if there is an incident, but also to reward good behavior more readily. By continuously interacting with inmates, officers can address issues before they escalate. Studies have shown that these simple improvements reduce violent incidents, enhance programming, and decrease sexual assaults. A modern facility will change the way UDC operates the prison and will allow it to implement real, substantive corrections reform from within the facility by helping prepare offenders for successful transition back to society.

The correctional facility that will eventually replace the current Utah State Prison is yet to be designed; however, a new correctional facility will include state-of-the-art design concepts such as the examples cited above.

Form to Function

Today's modern facilities combine design concepts, improved inmate classification systems, and inmate management strategies in what is known as the "direct supervision" model. This model has been shown to improve supervision, reduce problem behavior, and create a safer environment for inmates, employees, and visitors. It is a distinctly different approach from the "linear remote surveillance" design used throughout the current Utah State Prison. In the new model, officers are stationed inside most housing pods and proactively interact with inmates on a daily, personal basis, with an emphasis on rewarding positive behavior. They are also able to engage in close monitoring, which allows officers to spot signs of trouble and avert it quickly. Increased, positive interaction is essential– even in maximum-security units where officer posts remain outside the housing unit.

Studies have shown that facilities using direct supervision have lower rates of conflict, assaults, vandalism, and other negative incidents. The model also places a greater focus on rehabilitation from inmates and staff. The direct supervision model requires an appropriate design, competent staff, and a rigorous classification system that identifies inmates most likely to succeed in such an environment – all part of what's planned for the new correctional facility.

The facility that will replace the current Utah State Prison is yet to be designed. However, the new correctional facility will include state-of-the-art design concepts, which include the examples cited earlier (an artist's conception is shown to the far right). It is by no means the final design, but rather an idea of what the new Utah State Correctional Facility might look like when constructed using modern prison design principles.

Utah State Correctional Facility incorporating modern design principles.

6. Comparative Evaluation of Alternative Sites

6. Comparative Evaluation of Alternative Sites

I-80/7200 West Site, Salt Lake County

SR 138 Industrial Park Site, Tooele County

Lake Mountains West Site, Utah County

Cedar Valley South Site, Utah County

During much of 2015, the PRC's consulting team prepared various engineering, environmental, and financial analyses for the four finalists sites located in Salt Lake County, Tooele County, and Utah County. The team performed several technical evaluations, including:

- Geotechnical investigations
- Utility and infrastructure analyses
- Water rights and well development research
- Topographic and boundary surveys
- Title reports
- Property appraisals
- Wetland studies
- Special status species research
- Class I Cultural Resources study
- Phase I Environmental Site Assessments

From these and other technical studies, as well as from public input, the PRC considered numerous factors relevant to the assessment of the four sites and germane to recommending a single site for correctional facility development. Because the amount of relevant information was voluminous, the commission faced several challenges:

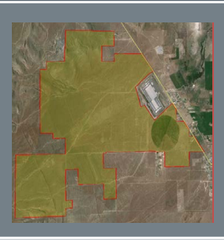
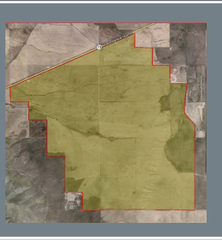
- Developing a means to distill the thousands of pages of technical information to a manageable volume
- Organizing essential information in a manner that allowed for easy and effective comparison among the four sites
- Presenting the results of technical studies of the four sites
- Addressing quantifiable and non-quantifiable factors
- Ensuring the analysis was comprehensive
- Ensuring the information would aid the PRC in its decision-making process of recommending a final site for a relocated correctional facility

To accomplish this, the PRC staff and consulting team developed the Comparative Site Evaluation Matrix which established nine major evaluation categories for consideration:

- Site Considerations
- Environmental Resources
- Land Use Considerations
- Utility Services
- Access Considerations
- Property Acquisition Considerations
- Capital Cost Considerations
- Community Considerations
- Long-Term (50-Year) Operating Cost Considerations

The nine major evaluation categories were further divided into 85 individual factors as shown on the following pages.

Proposed Utah State Correctional Facility Comparative Site Evaluation Matrix

Evaluation Category	Criteria	I-80/7200 West	SR 138 Industrial Park	Lake Mountains West	Cedar Valley South
					
SITE CONSIDERATIONS	**Jurisdiction**	Salt Lake City, Salt Lake County.	Grantsville City, Tooele County.	Eagle Mountain City, Utah County.	Town of Fairfield, Utah County.
	Site Acreage (Total)	4,000+ acres.	3,000+ acres.	700+ acres.	2,700+ acres.
	Site Acreage (Developable)	1,000+/- acres.	2,000+ acres.	600+ acres.	2,000+ acres.
	Site Configuration	Acceptable.	Acceptable.	Acceptable.	Acceptable.
	Conceptual Design Fit Test	Capable of siting 360-acre conceptual design with capacity expansion potential.	Capable of siting 360-acre conceptual design with capacity expansion potential.	Capable of siting 360-acre conceptual design with capacity expansion potential.	Capable of siting 360-acre conceptual design with capacity expansion potential.
	Site Expansion Potential	Somewhat limited; bordered by conservation zones, I-80, International Center, former landfill, canals.	Yes, expansion potential beyond 500 acres.	Yes, expansion potential beyond 500 acres.	Yes, expansion potential beyond 500 acres.
	Topography (Elevation and Average % Slope)	Elevation: 4,215–4,225 feet above mean sea level. Level (0–1% average).	Elevation: 4,300–5,000 feet above mean sea level. Moderately sloping (5–10+% average).	Elevation: 4,835–4,850 feet above mean sea level. Level (0–1% average).	Elevation: 4,870–5,160 feet above mean sea level. Slightly sloping (0–5% average).
	Cut and Fill Volumes (Cubic Yards)	Requires raising 360-acre development area above current ground elevation with approximately 2.2 million cubic yards of structural fill.	Requires approximately 6–7 million cubic yards of earthwork to level 360-acre development area. During leveling, slope stability/stabilization issues may arise.	Only minimal grading necessary to prepare site for development.	Only minimal grading necessary to prepare site for development.
	Major Faults / Seismic Risk Zone	Approximately 1 mile from Granger Fault, 6 miles from Wasatch Fault (high risk zone).	Approximately 6 miles from Stansbury Fault, 12 miles from Oquirrh Fault, 34 miles from Wasatch Fault (low risk zone).	Approximately 9 miles from South Oquirrh Mountains Fault, 19 miles from Wasatch Fault (low risk zone).	Approximately 4 miles from South Oquirrh Fault, 23 miles from Wasatch Fault (low risk zone).

Proposed Utah State Correctional Facility Comparative Site Evaluation Matrix

Evaluation Category	Criteria	I-80/7200 West	SR 138 Industrial Park	Lake Mountains West	Cedar Valley South
SITE CONSIDERATIONS (cont.)	**Geotechnical Conditions and Considerations**	Soil mitigation needed to improve soft soils and address liquefaction. Structural fill needs to be placed on all building pads after soil mitigation and prior to construction. Deep foundation systems needed under most/all structures. Soft soil layers extend beyond 125 feet in areas with some inconsistent/highly variable soil bearing layers in east portion. Potential for liquefaction throughout region; collapsible soils generally located near surface throughout area. Up to 18–36 months required for soil stabilization and/or deep foundations prior to some building construction; would then allow for mat foundation construction.	Dense, mostly granular soils with boulders, to a lesser extent stiff clay and silt and low liquefaction potential; ideal for conventional shallow foundation system.	Soil mitigation required to allow for conventional shallow foundation system design and construction. Stiff, fine-grained soils throughout with low liquefaction potential. Collapsible soils and expansive soils generally distributed in upper 6–10 feet throughout site.	Soil mitigation required to allow for conventional shallow foundation system design and construction. No geotechnical Investigation performed. Based on published data, stiff, fine-grained soils expected throughout site as well as collapsible soils and expansive soils in upper 6–10 feet. Low liquefaction potential.
ENVIRONMENTAL RESOURCES	**Flood Hazard Potential**	Moderate potential that can be mitigated by raising development area above current elevation.	Moderate potential due to mapped debris flow; to be investigated and addressed during design phase.	Minimal potential based on published sources but with recent developments, some flooding observed in nearby areas.	Minimal potential.
	Wetland/Waters of the U.S. Present	Wetlands/WOUS found in and surrounding site; precise building area to be determined.	No on-site wetlands and WOUS. Concurrence letter pending from USACE.	No on-site wetlands and WOUS. Concurrence letter received from USACE.	No on-site wetlands and WOUS. Concurrence letter pending from USACE.
	Known Special Status Species Habitats	Long-billed Curlews and Burrowing Owls observed during field studies.	Long-billed Curlews and Burrowing Owl observed during field studies.	No special status species observed during field studies.	No special status species observed during field studies.
	Potential for Special Status Species Habitats	Moderate potential for habitat. Habitat Suitability Assessment to be undertaken to confirm presence/absence and if mitigation necessary.	Low potential for habitat. Habitat Suitability Assessment to be undertaken to confirm presence/absence and if mitigation necessary.	Low potential for habitat. Habitat Suitability Assessment to be undertaken to confirm presence/absence and if mitigation necessary.	Low potential for habitat. Habitat Suitability Assessment to be undertaken to confirm presence/absence and if mitigation necessary.
	Known Waste Contamination	Borders former landfill (conditions unknown) and area associated with past military activities (SLCAABGR).	No evidence to indicate presence or likely presence of contamination due to release of petroleum products or hazardous substances.	No evidence to indicate presence or likely presence of contamination due to release of petroleum products or hazardous substances.	No evidence to indicate presence or likely presence of contamination due to release of petroleum products or hazardous substances. Some miscellaneous debris identified.

Proposed Utah State Correctional Facility Comparative Site Evaluation Matrix

Evaluation Category	Criteria	I-80/7200 West	SR 138 Industrial Park	Lake Mountains West	Cedar Valley South
ENVIRONMENTAL RESOURCES (cont.)	**Potential for Waste Contamination**	Moderate potential for contamination. Follow-up needed to confirm no remediation necessary.	Low potential for contamination; no follow-up necessary.	Low potential for contamination; no follow-up necessary.	Low potential for contamination. Removal of small volume of miscellaneous debris recommended.
	Known Cultural Resources	Moderate sensitivity for cultural resources: 21 cultural resources within 1-mile radius (historic period canals and ditches, former homestead, railroad, Goggin Drain).	Moderate sensitivity for cultural resources: 4 cultural resources within 1-mile radius. One site recorded within property; most located outside property boundaries.	Low sensitivity for cultural resources: 2 cultural resources within 1-mile radius (none on-site).	High sensitivity for cultural resources: 8 sites within 1-mile radius (none on-site). Historic-period homestead, cemetery, Camp Floyd (listed in NRHP), others nearby. Unrecorded prehistoric sites nearby increases likelihood of prehistoric sites in or around area.
	Potential for Significant Cultural Resources or Impacts	Moderate probability of identifying cultural resources to evaluate, avoid and/or mitigate. Pedestrian survey needed to comply with UT Code Annotated 9-8-404.	Moderate probability of identifying cultural resources to evaluate, avoid and/or mitigate. Pedestrian survey needed to comply with UT Code Annotated 9-8-404.	Low probability of identifying cultural resources to evaluate, avoid and/or mitigate. Pedestrian survey needed to comply with UT Code Annotated 9-8-404.	High probability of identifying cultural resources to evaluate, avoid and/or mitigate. Pedestrian survey needed to comply with UT Code Annotated 9-8-404.
	Enjoyment of Night Sky	Illumination could affect enjoyment of night sky; presence of SLC International Airport and downtown SLC reduces likelihood of adverse impacts.	Illumination, when added to Walmart Center illumination, could incrementally affect enjoyment of night sky.	Illumination could adversely affect enjoyment of night sky.	Illumination could adversely affect enjoyment of night sky.
	Insect Pests	Mosquitos and other insect pests prevalent throughout area. Mitigation via SLC Mosquito Abatement District (estimated annual treatment cost: $160,000).	Mosquitos and other insect pests reportedly not a serious concern requiring mitigation.	Mosquitos and other insect pests reportedly not a serious concern requiring mitigation.	Mosquitos and other insect pests reportedly not a serious concern requiring mitigation.
	Potential for Air Quality Impacts (Inmate Transportation)	Projected annual miles driven: 390,000 (lowest among alternatives). Would contribute least to air emissions.	Projected annual miles driven: 740,000 (second highest among alternatives). Significant production of air emissions.	Projected annual miles driven: 710,000 (second lowest among alternatives). Significant production of air emissions.	Projected annual miles driven: 760,000 (highest among alternatives). Significant production of air emissions.
LAND USE	**Current Zoning**	Agriculture. Zone change to industrial under consideration by Salt Lake City.	Agriculture. City ordinance prohibits correctional facility development.	Industrial. Master Development Agreement in place through August 2017 (allowing for correctional facility development).	Agriculture.
	Predominant Site Uses (Current)	Agriculture, conservation.	Agriculture.	Agriculture.	Agriculture.
	Adjacent/Nearby Uses (Current)	Former landfill, conservation and recreation, light industrial, agriculture uses.	Vacant, agriculture, scattered residential and commercial uses.	Vacant, former landing strip, wastewater treatment plant, agriculture, power and gas line corridors.	Vacant, active landfill, agriculture, airpark, firing range, Camp Floyd State Park, scattered residential.

Proposed Utah State Correctional Facility Comparative Site Evaluation Matrix

Evaluation Category	Criteria	I-80/7200 West	SR 138 Industrial Park	Lake Mountains West	Cedar Valley South
LAND USE (cont.)	**Potential for Conflicts with Surrounding Properties (Current)**	Limited conflicts—Adjoins former landfill, industrial zone, conservation, recreation, and agricultural lands.	Limited conflicts—Relatively isolated location and proximity to major distribution center limits conflicts, however, site closest to residential populations.	Limited conflicts—Isolated location and proximity to wastewater treatment plant, public works facilities, and major power and gas corridors.	Potential conflict—Proximity to historic Camp Floyd State Park, cemetery, Town of Fairfield raises concerns over potential conflicts.
	Adjacent/Nearby Uses (Future)	Light industrial, agriculture, commercial, conservation and recreation.	Light industrial, agriculture, mining, residential, and commercial.	Light industrial.	Agriculture, landfill, airstrip, scattered residential.
	Potential for Conflicts with Surrounding Properties (Future)	Limited conflicts—Adjoins planned industrial zone and conservation, recreational, and agricultural uses limit conflicts. Maintain unimpeded use by nearby hunting clubs.	Limited conflicts—Proximity to major distribution center and planned mining, commercial and industrial uses minimizes conflicts.	Limited conflicts—Isolated location adjoining planned industrial park and near public works and wastewater treatment facilities limits potential conflicts.	Potential conflicts—Proximity to historic park and Town of Fairfield raises concerns over potential conflicts.
UTILITY SERVICES	**Public Water Supply Provider(s)**	Two viable providers. Currently within Salt Lake City jurisdiction. Service by Magna Water	Within Grantsville jurisdiction; extensions and upgrades needed.	Within Eagle Mountain jurisdiction; extensions and upgrades needed.	No Fairfield system; Nearby City of Eagle Mountain unwilling to extend service.
	Potential for Independent Water Supply System	Characteristics of site and surrounding lands preclude development of independent water supply system.	Potential to develop independent water supply system; water rights and supply sources available. Test well development required to confirm source quantity and quality.	Potential to develop independent water supply system; water rights and supply sources available. Test well development required to confirm source quantity and quality.	Potential to develop independent water supply system dependent upon identifying willing seller(s) of water rights. Well feasibility study and test well development required to confirm source quantity and quality.
	Wastewater Treatment Provider(s)	Two viable providers. Within Salt Lake City service jurisdiction. Service by Magna Water District requires interlocal agreement. Extensions and upgrades needed by either provider to serve facility.	Within Grantsville's service jurisdiction. Extensions and upgrades needed.	Within Eagle Mountain service jurisdiction; extensions and upgrades needed.	No Fairfield system; City of Eagle Mountain unwilling to extend service.
	Potential for Independent Wastewater Treatment System	Characteristics of site and surrounding lands preclude development of independent wastewater treatment system.	Development of independent system less costly than connection to city system.	Proximity to Eagle Mountain wastewater treatment plant provides less costly solution than developing independent system.	Connection to Eagle Mountain wastewater treatment plant is more cost-effective than developing independent system.
	Electric Power Provider(s)	Rocky Mountain Power	Rocky Mountain Power	Rocky Mountain Power	Rocky Mountain Power
	Natural Gas Provider(s)	Questar Gas Company	Questar Gas Company	Questar Gas Company	Questar Gas Company
	Communications Provider(s)	Multiple providers.	Multiple providers.	Multiple providers.	Multiple providers.

Proposed Utah State Correctional Facility Comparative Site Evaluation Matrix

Evaluation Category	Criteria	I-80/7200 West	SR 138 Industrial Park	Lake Mountains West	Cedar Valley South
ACCESS CONSIDERATIONS	**Principal Access Route(s)**	I-80 to 5600 West (current) to site entrance.	I-80 to SR 138 to site entrance.	SR 73 to Eagle Mountain Boulevard to Pony Express Parkway to site entrance.	SR 73 to site entrance.
	Access Improvements Required	Interim solution: Access via I-80 to 5600 West and North Temple. Extend John Cannon Drive between 5600 West and 7500 West and construct 7500 West alignment from North Temple north. Permanent solution: I-80 to 7200 West to site. Determine need for traffic control devices, signage, etc.	Construct acceleration/deceleration lanes, turning lanes, etc. on SR 138 at entrance. Determine need for traffic control devices, signage, etc.	Widen Eagle Mountain Blvd. and construct new intersection and roadway along new alignment to site. Extend/ widen portions of Pony Express Parkway to site. Determine need for traffic control devices, signage, etc.	Construct acceleration/deceleration lanes, turning lanes, etc. on SR 73 at entrance. Determine need for traffic control devices, signage, etc.
	Access Limitations and Risks	Minimal Risks—Access to/from Salt Lake City and site available via multiple federal, state, and local roads; minimal risk during emergencies.	Significant Risks—Access to/from Grantsville and site dependent upon unimpeded travel on I-80. With few alternative routes, significant risk during emergencies.	Significant Risks—Access to/from Eagle Mountain and site dependent upon unimpeded travel on SR 73. With few alternative routes, significant risk during emergencies.	Significant Risks—Access to/from Fairfield and site dependent upon unimpeded travel on SR 73. With few alternative routes, significant risk during emergencies.
	Access by UDC Employee Base (Current)	Excellent access by employee base; 51% live within 25 miles of site.	Poor access by employee base; 6% live within 25 miles of site.	Fair access by employee base; 30% live within 25 miles of site.	Fair access by employee base; 24% live within 25 miles of site.
	Access by Volunteers (Current)	Excellent. Percentage of volunteers by proximity: 62.8%.	Poor. Percentage of volunteers by proximity: 0.6%.	Fair. Percentage of volunteers by proximity: 36.5%.	Poor. Percentage of volunteers by proximity: 0.2%.
	Access by Visitors (Current)	Excellent access by visitors; majority of state inmates originate from Salt Lake City/County.	Poor access by visitors. Would increase average driving distances relative to all other sites with only one major highway to site (I-80).	Fair access by visitors. Would increase average driving distances relative to Draper or I-80/7200 West.	Fair access by visitors. Would increase average driving distances relative to all other sites and has only one major highway to site.
	Access to UDC Headquarters	Good access. Multiple routes available between site and UDC Headquarters in Draper.	Poor access. Over 60-minute drive between site and UDC Headquarters in Draper.	Fair access. Approximately 25-minute drive between site and UDC Headquarters in Draper.	Fair access. More than 30-minute drive between site and UDC Headquarters in Draper.
	Access to University of Utah Medical Center	Excellent access to Medical Center; closest location among alternatives and current Draper facility.	Fair access to Medical Center; second closest location among alternatives.	Fair access to Medical Center; second farthest location among alternatives.	Poor access to Medical Center; farthest location among alternatives.
	Access to Primary Court(s)	Excellent access to courts located along I-15 corridor; closest location among alternatives and current Draper facility.	Poor access to courts located along I-15 corridor; farthest location among alternatives.	Fair access courts located along I-15 corridor; second closest location among alternatives.	Fair access to courts located along I-15 corridor; second farthest location among alternatives.

Proposed Utah State Correctional Facility Comparative Site Evaluation Matrix

Evaluation Category	Criteria	I-80/7200 West	SR 138 Industrial Park	Lake Mountains West	Cedar Valley South
ACCESS CONSIDERATIONS (cont.)	Access to Public Transit Services (Current)	No services available in vicinity of site although UTA buses serve International Center and pass site to serve Tooele County via I-80. Light rail service extends only to SLC International Airport.	No services available in vicinity of site.	No services available in vicinity of site.	No services available in vicinity of site.
	Potential to Extend Public Transit Services (Future)	Long-term potential moderate by possible extension of UTA bus service and extension of light rail system terminating at SLC International Airport.	Long-term potential low due to low projected ridership.	Long-term potential low due to low projected ridership.	Long-term potential low due to low projected ridership.
	Potential Conflicts with Aviation—Related Operations	None. Although closest to SLC International Airport, location and distance separation limit potential aviation conflicts.	None.	Requires relocation of Utah National Guard training zone from nearby air strip.	May require adjustment of Utah National Guard training site.
PROPERTY ACQUISITION CONSIDERATIONS	Site Ownership	Five owners (total); three acting independently and two working cooperatively.	Single Owner.	Single Owner.	Single Owner.
	Approximate Land Value	$18–$30 million	$6–$20 million	$3.5–$10 million	$1.5–$5 million
	Motivation for Property Sale	Infrastructure investments provide opportunities to facilitate development of remainder of site.	Infrastructure investments provide opportunities to facilitate development of remainder of site and nearby lands.	Infrastructure investments provide opportunities to facilitate development of other adjoining lands.	Owner is a public entity that is re-evaluating its land holdings. Infrastructure investments provide opportunities to facilitate development of remainder of site and nearby lands.
	Ease of Property Acquisition	Owners cooperating to reach sale agreement.	Owner cooperating to reach sale agreement.	Owner cooperating to reach sale agreement.	Owner cooperating to reach sale agreement.
CAPITAL COST CONSIDERATIONS	Site Preparation Costs – Grading and Subsurface Conditions/Soil Mitigation/ Foundation Construction	$60+ million depending upon stabilization approach used.	$32–$34 million.	$5–$8 million.	$5–$10 million.
	Wetlands / WOUS Mitigation Costs	Unknown; pending further investigation.	None.	None.	None.
	Cultural Resource Mitigation Costs	Unknown; pending further investigation.	Unknown; pending further investigation.	Unknown; pending further investigation.	Unknown; pending further investigation.
	Infrastructure Capital Costs— Public Water Supply Service	$4.4 million assuming connection to SLC system; $22.1 million assuming connection to Magna Water District.	$18.2 million.	$16.8 million.	$26.9 million. Infeasible without acquiring water rights.
	Infrastructure Capital Costs— Independent Water Supply Service	Infeasible due to area groundwater quality.	Feasible. $14.9 million.	Feasible. $12.7 million.	Infeasible without acquiring water rights.

Proposed Utah State Correctional Facility Comparative Site Evaluation Matrix

Evaluation Category	Criteria	I-80/7200 West	SR 138 Industrial Park	Lake Mountains West	Cedar Valley South
CAPITAL COST CONSIDERATIONS (cont.)	**Infrastructure Capital Costs—Public Wastewater Service**	$15.9 million assuming connection to Magna Water District; $41.4 million assuming connection to SLC system.	$40.9 million.	$9.4 million.	$14.2 million.
	Infrastructure Capital Costs—Independent Wastewater Service	Independent system infeasible due to effluent discharge restrictions.	$20.6 million.	$14.8 million.	Connection to Eagle Mountain wastewater system more cost-effective than developing independent system.
	Infrastructure Capital Costs—Power	$13.4 million.	$19.9 million.	$20.6 million.	$32.6 million.
	Infrastructure Capital Costs—Natural Gas	$5.0 million.	$350,000.	$2.2 million.	$7.9 million.
	Infrastructure Capital Costs—Storm Water Management	Storm water to be detained on-site. Estimated city impact fees: $750,000.	Storm water to be retained/detained on-site. Debris flow potential to be addressed during design phase. $0 city impact fees.	Storm water to be retained/detained on-site. $0 city impact fees.	Storm water to be retained/detained on-site. $0 city impact fees.
	Infrastructure Capital Costs—Communications	To be determined during negotiations with providers.	To be determined during negotiations with providers.	To be determined during negotiations with providers.	To be determined during negotiations with providers.
	Infrastructure Capital Costs—Roadway Access	$6–8 million for interim access solution. Undetermined for permanent access solution.	$1.0–$1.5 million.	$17.8–$21.4 million.	$1.0–$1.5 million.
	Infrastructure Cost–Sharing Potential	Potential moderate. Property owners and city may be willing to share costs and benefits from improvements due to future development potential.	Potential moderate. Property owner may be willing to share costs and benefits.	Potential high. Property owner willing to share costs and benefits from improvements.	Potential low. Few other large property owners/developers willing to share costs and benefits. Fairfield unlikely to partner to gain access to improvements.
	Additional Costs of Development (Potential)	• Wetland mitigation. • Remediation of past military activities. • Canal crossings for roads, utilities, etc. • Utility and road construction near former landfill.	None determined.	None determined.	None determined.

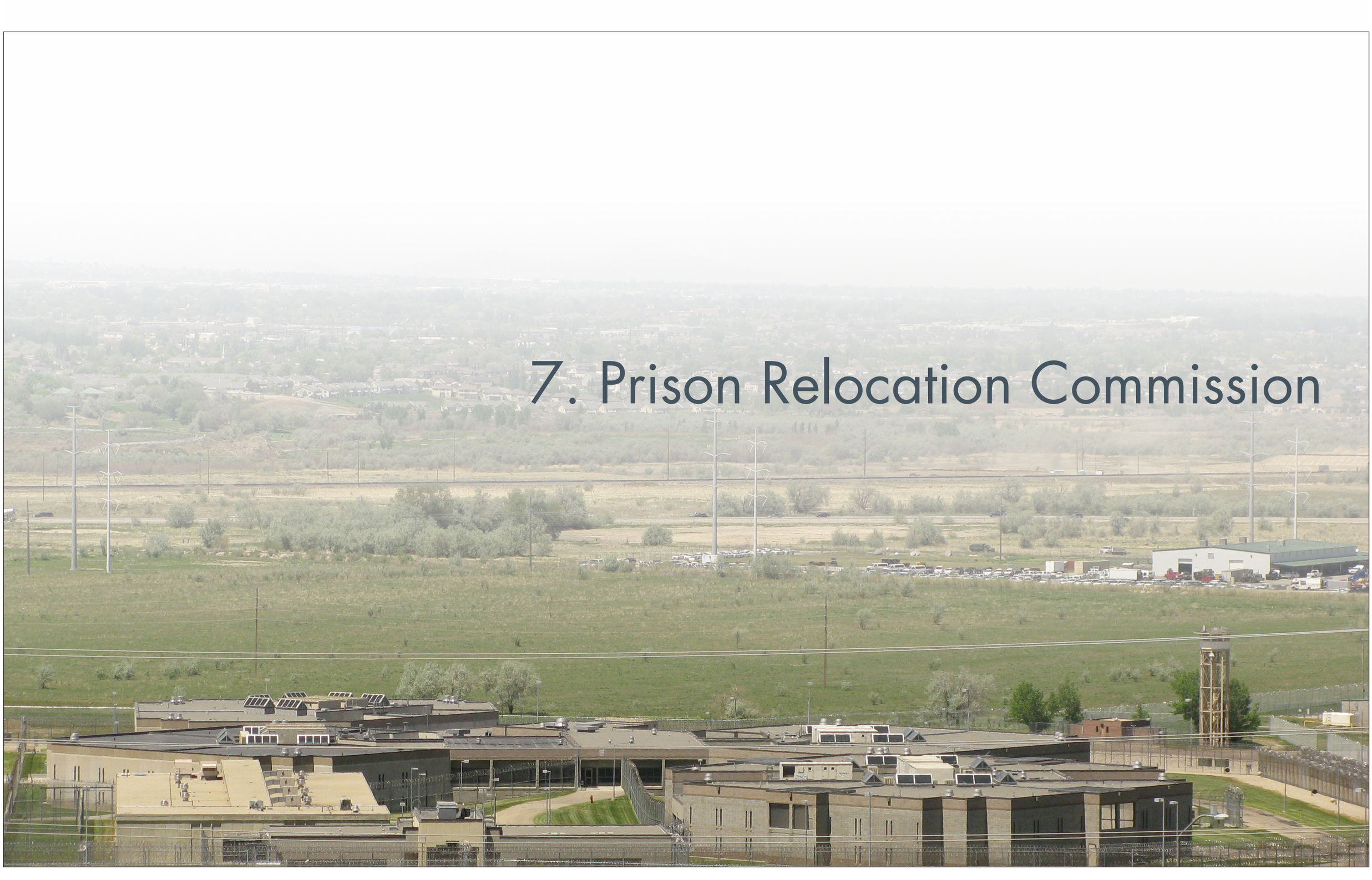
Proposed Utah State Correctional Facility Comparative Site Evaluation Matrix

Evaluation Category	Criteria	I-80/7200 West	SR 138 Industrial Park	Lake Mountains West	Cedar Valley South
LONG-TERM (50-YEAR) OPERATING COST CONSIDERATIONS	Long-Term Operating Costs—Water Supply	Second lowest among locations based on current water rate schedule.	Lowest among locations based on current water rate schedule.	Second highest among locations based on current water rate schedule.	Highest among locations based on current water rate schedule.
	Long-Term Operating Costs—Wastewater Treatment	Second lowest among locations based on current water rate schedule.	Lowest among locations based on current water rate schedule.	Second highest among locations based on current water rate schedule.	Highest among locations based on current water rate schedule.
	Long-Term Operating Costs—Electric Power	Rocky Mountain Power is provider to all sites; costs approximately same among alternative locations.	Rocky Mountain Power is provider to all sites; costs approximately same among alternative locations.	Rocky Mountain Power is provider to all sites; costs approximately same among alternative locations.	Rocky Mountain Power is provider to all sites; costs approximately same among alternative locations.
	Long-Term Operating Costs—Natural Gas	Questar is provider to all sites; costs approximately same among alternative locations.	Questar is provider to all sites; costs approximately same among alternative locations.	Questar is provider to all sites; costs approximately same among alternative locations.	Questar is provider to all sites; costs approximately same among alternative locations.
	Long-Term Operating Costs—Communications	Estimated to be approximately same among alternative locations (costs to be determined).	Estimated to be approximately same among alternative locations (costs to be determined).	Estimated to be approximately same among alternative locations (costs to be determined).	Estimated to be approximately same among alternative locations (costs to be determined).
	Long-Term Costs to UDC Staff for Travel (with Current UDC Workforce)	$19.0 million annually.	$31.3 million annually.	$14.9 million annually.	$17.8 million annually.
	Long-Term Costs to Volunteers for Travel (with Current Volunteers)	$5.2 million annually.	$10.5 million annually.	$6.1 million annually.	$7.2 million annually.
	Long-Term UDC Operating Costs—Inmate Transportation	$2.5 million annually. $191.9 million NPV (50 years).	$4.7 million annually. $365.5 million NPV (50 years).	$4.5 million annually. $350.2 million NPV (50 years).	$4.8 million annually. $375.9 million NPV (50 years)
	Long-Term UDC Operating Costs—Vendor Freight Transportation	$318,000 annually. $24.8 million NPV (50 years).	$850,000 annually. $66.2 million NPV (50 years).	$853,000 annually. $66.4 million NPV (50 years).	$865,000 annually. $67.3 million NPV (50 years).
COMMUNITY CONSIDERATIONS	Community Support / Opposition	Community leaders and public oppose correctional facility development in city.	Community leaders and public oppose correctional facility development in city.	Community leaders and public oppose correctional facility development in city.	Community leaders and public oppose correctional facility development in town.
	Environmental and Public Interest Organizations Support / Opposition	Environmental groups interested in potential impacts to wetlands, birds and other wildlife species; encouraged by on-going discussions with SLC, landowners to establish conservation zone delineating buildable and non-buildable areas in NW Quadrant. Social service groups supportive of building new facility and generally supportive at site due to close proximity to social services, courts, medical facilities in SLC.	No environmental concerns expressed. Social service groups concerned about distance to SLC area services and accessibility by volunteers and visitors.	No environmental concerns expressed. Social service groups concerned about distance to SLC area services and accessibility by volunteers and visitors.	No environmental concerns expressed. Social service groups concerned about distance to SLC area services and accessibility by volunteers and visitors. Local officials, residents and historical/ cultural advocates concerned over potential impacts to nearby historic sites.

Proposed Utah State Correctional Facility Comparative Site Evaluation Matrix

Evaluation Category	Criteria	I-80/7200 West	SR 138 Industrial Park	Lake Mountains West	Cedar Valley South
COMMUNITY CONSIDERATIONS (cont.)	**Potential for Correctional Facility to Spur Additional Economic Development**	Potential high to be catalyst for economic development in strategically important location.	Potential moderate to spur other development in vicinity of new infrastructure.	Potential moderate to spur other development in vicinity of new infrastructure.	Potential low; unlikely to stimulate much direct, indirect or secondary development in relatively remote area.
	Estimated Sales Taxes From Hosting Correctional Facility (Without Local Option Tax)	• Local taxes over 10 years (construction and on-going operations): $6.8 million. • Statewide taxes over 5 years (construction only): $24.5 million.	• Local taxes over 10 years (construction and on-going operations): $6.2 million. • Statewide taxes over 5 years (construction only): $24.5 million.	• Local taxes over 10 years (construction and on-going operations): $6.6 million. • Statewide taxes over 5 years (construction only): $24.5 million.	• Local taxes over 10 years (construction and on-going operations): $6.6 million. • Statewide taxes over 5 years (construction only): $24.5 million.
	Estimated Regional Jobs Created From Construction and On-going Operations over 10 years)	4,254	3,903	4,177	4,177
	Estimated Regional GDP from Construction (over 5 years)	$737 million.	$671 million.	$762 million.	$762 million.
	External Processes / Complex Permits Delaying or Becoming Unreasonably Difficult to Develop	USACE/UDEQ (Section 401/404 of CWA). May present challenges to timely development.	Few anticipated unless independent water supply and/or wastewater treatment systems are developed.	Few anticipated unless independent water supply and/or wastewater treatment systems are developed.	Few anticipated unless independent water supply and/or wastewater treatment systems are developed.
	Ease of Project Implementation	Most complex relative to alternative locations.	Moderately complex relative to alternative locations.	Least complex relative to alternative locations.	Moderately complex relative to alternative locations.
	Supports Goals of Justice Reinvestment, Reducing Recidivism, Better Outcomes for Utah Inmates	Excellent proximity to volunteers, visitors, and treatment providers; likely to complement corrections reforms.	Poor proximity to visitors, volunteers, and treatment providers; will likely inhibit corrections reforms.	Fair proximity to visitors, volunteers, and treatment providers; may not affect corrections reforms.	Poor proximity to visitors, volunteers, and treatment providers; could inhibit corrections reforms.
	Proximity to UDC Staff, Volunteers, Visitors, Vendors, and Treatment Providers	Closest to services (medical, courts), employee base, volunteers, visitors, and major vendors. Proximity to many current UDC Draper employees and large labor pool; potential for less disruption to correctional facility operation.	Farthest from services (medical, courts), employee base, volunteers, visitors, and major vendors. Fewest number of current UDC Draper employees reside in Tooele County; potential for significant disruption to correctional facility operation.	Relatively distant from services (medical, courts), employee base, volunteers, visitors, and major vendors. Proximity to many current UDC Draper employees; potential for less disruption to correctional facility operation.	Relatively distant from services (medical, courts), employee base, volunteers, visitors, and major vendors. Proximity to current UDC Draper employees; potential for moderate disruption to correctional facility operation.
	Use of Inmate Labor for Community-Wide Benefit	Inmate labor could be used to support South Shore conservation zones and other public areas around Great Salt Lake and similar community projects.	Inmate labor could be used to support community projects.	Inmate labor could be used to support community projects.	Inmate labor could be used to support community projects.

7. Prison Relocation Commission



7. Prison Relocation Commission Recommendation

At its August 11, 2015 meeting, in a unanimous and bipartisan vote, the PRC recommended the I-80/7200 West site in Salt Lake City as the location for the new Utah State Correctional Facility based on the following:

It offers the best proximity for UDC employees, volunteers, visitors, and major vendors.

From the very beginning of its deliberations, the PRC has considered proximity to employees, volunteers, visitors, and major vendors to be the most important factor for a new site. The Utah State Prison in Draper relies upon over 800 employees and 1,200 volunteers for successful management and operation. Family visits are also an important part of inmate's success. The recommended site is close to the state's major transportation networks and population centers, providing each of these groups with easy and convenient access to the recommended site.

Building a correctional facility at this location best supports the Criminal Justice Reinvestment Initiative.

The new correctional facility will be a critical component in implementing the comprehensive set of criminal justice reforms approved in the Legislature's 2015 General Session. The Justice Reinvestment Initiative is designed to reduce the number of offenders being sentenced to prison and to help keep those who do go to prison from committing new crimes or violating their parole when they are released. Over time, slowing the growth in the state's inmate population will reduce the need to make expensive expansions of the state's two correctional facilities.

The challenge in developing a new correctional facility is not in creating new beds to house more inmates, but in providing the programming and training necessary to help inmates avoid returning to prison. If a new correctional facility is constructed with programming and reform in mind, it can help reduce recidivism, improve outcomes for inmates, and save taxpayer dollars. Nearly all inmates will eventually be released back into the community. While incarcerated, there is sufficient time to involve these individuals in programs and services to prepare them for successful reintegration back into the community.

A modern and highly functional correctional facility will incorporate the latest advancements in design and programming to reduce the likelihood that offenders will be re-incarcerated. A state-of-the-art and highly efficient design will also better serve the needs of staff, volunteers, inmate families, and visitors. Furthermore, overall public safety is improved when released inmates benefit from programs that help them successfully re-enter society and prevent them from reoffending. Criminal justice reform that includes a new correctional facility is in the best interest of all of Utah's citizens.

The site offers substantial long-term operational savings compared to the other sites and the current location in Draper.

The I-80/7200 West site is projected to save the state an estimated $253 million in transportation costs over the life of the facility compared to other finalist sites. Developing the proposed correctional facility at this site is even projected to cost $65 million less to operate over its lifespan than the Draper facility. This is largely due to lowering costs for UDC's 1,700-1,800 monthly inmate transports to medical facilities, courts, and other services mainly located in northern Salt Lake County. Combining the total site preparation capital costs for each site with the total long-term operational costs for that site provides a more complete understanding of the total costs associated with the site. Combining both sets of costs reveals that the I-80/7200 West site is the least costly alternative of the four finalist sites, being an estimated $233.5 million less expensive than the next-closest site.

A good balance between avoiding conflicts with existing land uses while still being close to key services.

The I-80/7200 West site is situated within a very large, undeveloped area of Salt Lake City that is more than six miles from the nearest residences. At the same time, the site is only 10 miles from downtown Salt Lake City courts and 15 miles from the University of Utah Medical Center. This advantage is unmatched by any other site, including the current Draper location.

A high potential for nearby development of compatible light-industrial and commercial uses.

Compared to the other sites, the economic development potential near the site in Salt Lake City is high. Construction of the correctional facility at this location will likely serve as a catalyst to develop compatible light-industrial and commercial buildings. Salt Lake City officials and landowners in the city's Northwest Quadrant have long desired its development, but have been stymied for decades, largely due to the high cost of extending utilities to the remote area. These utilities will be extended to service the new correctional facility, and the state has the opportunity to share utility costs with other landowners interested in developing the area. The site is also much less likely to be surrounded by or adjacent to future incompatible development, unlike the current Draper location.

Approval of PRC Recommendation

On August 19, 2015, the Utah House of Representatives and the Utah State Senate agreed with the PRC and adopted a resolution approving the I-80/7200 West site for correctional facility development and forwarded it to Governor Herbert for consideration. The governor agreed and on August 20, 2015, endorsed the I-80/7200 West site for development of the new Utah State Correctional Facility.

The state of Utah, led by the PRC, has identified the I-80/7200 West site as the preferred location for development of the new Utah State Correctional Facility. The new facility will be a modern, state-of-the-art institution that will provide high-quality inmate treatment services; reduce transportation costs for UDC employees and volunteers; and provide easy connectivity to local and regional court facilities, county jails, and medical facilities. The land for the new correctional facility is located away from current and projected future residential areas. As a further benefit, the utilities and other infrastructure that the correctional facility project will bring to the northwest quadrant of Salt Lake City will likely spur further industrial and commercial development in that area, similar to the development in the International Center just to the east. Coupled with the justice reinvestment reforms now underway, the new correctional facility will position Utah as a model for a state-of-the-art criminal justice system.

Utah State Legislature

MGT

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