



STATE OF UTAH  
Prison Relocation Authority Committee

## AGENDA

### Advisory Committee Meeting

Thursday, January 5<sup>th</sup> 2012

9:00am to 11:00pm

Capitol Board Room 240

**9:00 am Call to Order** – Gregg Buxton, Acting Chair and Director of Utah Division of Facilities and Management

**9:05 am Welcome and Introductions** –Gregg Buxton

**9:15 pm** Review Statutory Charge and Overview of Assignments

**9:45 am** Review findings from earlier studies to relocate prison

**10:15 am** Review sample request for Information, Establish timeframes

**10:45 am** Other Business

**Plan of Action and Future Meetings** – Gregg Buxton, Acting Chair



# **Prison Relocation and Development Authority**

## **Committee Members**

- Scott Jenkins, State Senator
- Dan Thatcher, State Senator
- Brad Daw, State Representative
- Brad Wilson, State Representative
- Larry Ellertson, County Commissioner, Utah County
- Darrell Smith, Mayor, Draper
- Tom Patterson, Executive Director, Department of Corrections
- Spencer Eccles, Executive Director, Governor's Office of Economic Development
- Greg Buxton, Director, Division of Facilities Construction and Management
- Jeff Hartley, Citizen, Representing Draper City
- John Bennett, Project Manager, Governor's Office of Planning and Budget



# Prison Relocation and Development Authority Act

## 63C-13-101 Title.

This chapter is known as the "Prison Relocation and Development Authority Act."

## 63C-13-102 Definitions.

As used in this chapter:

(1) "Authority" means the Prison Relocation and Development Authority, created in Section 63C-13-103.

(2) "Prison relocation project" means a project or potential project to relocate the state prison to another suitable location in the state in order to allow private development of the land on which the state prison is presently located, subject to applicable local land use and other ordinances.

## 63C-13-103 Creation of Prison Relocation and Development Authority -- Members.

(1) There is created a prison relocation and development authority.

(2) (a) The authority consists of 11 members.

(b) Two members of the authority shall be appointed by the legislative body of the municipality in whose boundary the prison property is presently located.

(c) Four members of the authority shall be appointed by the governor.

(d) One member shall be appointed by the Utah Association of Counties.

(e) Two members shall be members of the Senate appointed by the president of the Senate.

(f) Two members shall be members of the House of Representatives appointed by the speaker of the House of Representatives.

(3) Any vacancy shall be filled in the same manner under this section as the appointment of the member whose vacancy is being filled.

(4) Each member of the authority shall serve until a successor is duly appointed and qualified.

(5) A member may not receive compensation for service on the authority.

(6) A majority of members present at a meeting constitutes a quorum.

## 63C-13-104 Authority duties.

(1) The authority shall:

(a) prepare and issue requests inviting interested persons to submit proposals regarding the fulfillment of a prison relocation project;

(b) receive and evaluate any proposals received in response to a request under Subsection (1)(a);

(c) review and evaluate any proposals relating to a prison relocation project that the executive branch submits; and

(d) complete its review and evaluation of proposals within 90 days after receiving proposals.

(2) (a) Upon completing its evaluation of proposals submitted concerning a prison relocation project, the authority shall report the results of its evaluation and any recommendations to the governor and the Legislative Management Committee.

(b) The process of the authority's issuing requests and reviewing and evaluating proposals is to provide a public forum for considering the feasibility of and proposals for a prison relocation project.

(c) The authority's recommendations under Subsection (2)(a) are advisory only.

(3) (a) The acceptance of a proposal and any implementation of a proposal for a prison relocation project are subject to legislative approval.

(b) The state may not sell, exchange, or lease the land on which the state prison is located without the Legislature's prior approval.

**63C-13-105 Authority staff and expenses.**

The Governor's Office of Planning and Budget shall:

(1) provide any necessary staff support for the authority; and

(2) cover authority expenses.

**63C-13-106 No effect on local land use authority.**

Nothing in this chapter may be construed to limit or otherwise affect a municipality's authority under Title 10, Chapter 9a, Municipal Land Use, Development, and Management Act, with respect to the private development of the land on which the state prison is presently locate

## Evaluation of the Feasibility of Relocating the Utah State Prison



Wikstrom Economic & Planning Consultants, Inc.  
Carter Goble Associates, Inc.  
LECG  
DMJM  
October 2005

*Abstract: The estimated cost to relocate the prison functions from the Draper site and construct comparable prison facilities at another location exceeds the anticipated proceeds from the sale of the real estate by an estimated \$372 million.*

*This conclusion is based on:*

- *market research analysis of alternative uses of the prison site;*
- *an appraisal of future land-use scenarios;*
- *consideration of full or partial relocation options; and*
- *cost estimates for construction, operation and transition related to each scenario.*

### INTRODUCTION

This study was commissioned by the State of Utah to determine the feasibility of relocating the main Utah State Prison from its present location to an alternative site within the state. The prison is located in Draper City at the southern end of Salt Lake County, which is the heart of the Wasatch Front – the most urbanized area of the state. Over the past several decades, growth in the Draper area – and all of southern Salt Lake County – has resulted in urban encroachment around the prison. There has been a great deal of speculation regarding the value of the prison property if put into alternative uses and whether this would be sufficient to offset the costs of building a new facility on a different site. The test of feasibility is a product of the value of the real estate that could be sold after relocation, the impact of relocation on local communities and the estimated cost of rebuilding equivalent facilities. These factors provide the framework for the following report and serve as the basis for the report's findings.

This report summarizes extensive research and analysis performed during third quarter 2005 by a team of real estate, construction and prison planning experts. The complete research and analysis are in Appendices A through E. The reader is referred to the appendices for more detail regarding any specific area of analysis discussed in this document.

### Scenarios Evaluated

The report addresses the feasibility of relocating all prison functions from Draper to another location in the state. It also addresses the feasibility of relocating a portion of the prison functions to another location in the state. In the case of a full relocation, a complete, new state-of-the-art facility would be constructed and all prison functions relocated. The scenario for a full relocation assumes moving the prison at its present capacity of approximately 4,000 beds. This allows a clear "apples to apples" comparison. (It would be more economical to assume relocation of the prison with approximately 4,000 beds and the potential to expand to 6,000 beds in the future. This scenario is fully outlined and priced in Appendix A.) Following construction and relocation, the current buildings, structures and improvements would be demolished and the site prepared for marketing as a development site. In the case of a partial relocation, the male medium-security and the minimum-security pre-release functions would be moved to a new facility. Following relocation, the present medium-security facility would

Wikstrom Economic & Planning Consultants, Inc. is a Salt Lake City based economic, planning and real estate advisory services firm. Carter Goble Associates, Inc. provides planning services for correctional facilities worldwide. LECG is an international economics and finance consultancy firm dealing in litigation support. LECG recently acquired J. Phillip Cook and Associates, a Salt Lake City appraisal firm. DMJM is an international construction and engineering firm. DMJM is currently designing the expansion of the Gunnison Prison for the Utah State Department of Corrections.

be remodeled to accommodate the women's facility, the substance-abuse-intensive-treatment and the forensic-mental-health in-patient diagnostics, treatment and management facilities. Following the remodel and relocation, the now-empty facilities on the north-east side of the site would be demolished, leaving a reduced prison operation on the southwest. The 483 empty acres would then be prepared for sale as a development site.

## EXECUTIVE SUMMARY

The analysis is summarized in Tables EX-1 and EX-2. These include all elements of the study and are grouped by potential revenues/benefits and estimated costs related to relocation. All estimates are based on 2005 present-value dollars and are based on the consultant's experience with Utah construction costs, real estate market values and trends and the prison planning and construction industry.

The information in the tables indicates that the substantial costs of relocating the Draper facilities — about \$461 million — are not recoverable through the sale of the roughly 670 acres of land that the State of Utah could dispose of upon the prison's closure and relocation. The additional benefits of returning the land to private development and “back onto the tax

rolls” will not be sufficient to close the gap.

Appraised value ranges from \$51 million to \$93 million. This range exists because the consultant team approached the appraisal question from a number of perspectives. First, because the owner is a public agency with a very low cost of capital, the team has taken two approaches: the *market value* essentially assumes the state sells to a private developer and uses costs of capital available to the private sector; the *investment value* assumes the public sector (the state) is the investor and uses the state's more beneficial cost of capital.

In addition, two different development scenarios have been used. The first assumes that the land is sold as residential land which is its current highest and best use. The second takes a longer-term view that is more reflective of the desires of Draper City for a mixed-use employment center on the site.

Finally, the team was asked to review the potential of moving only a *portion* of the Draper prison functions to another location, selling the excess real estate and thereby maintaining some operations at Draper while realizing the benefits of releasing certain areas of the Draper campus for private use. This is referred to in the Tables as the “Partial Relocation” option.

**Table EX-1: Executive Summary Feasibility Summary - Full Relocation**

	Highest and Best Use		Mixed Use	
	Market	Investment	Market	Investment
Appraised Value	\$72,000,000	\$93,000,000	\$51,000,000	\$77,000,000
Plus Value of Water Shares	\$1,800,000	\$1,800,000	\$1,800,000	\$1,800,000
Plus Benefit to Draper	\$13,600,000	\$13,600,000	\$13,600,000	\$13,600,000
Subtotal	\$87,400,000	\$108,400,000	\$66,400,000	\$92,400,000
<b>Costs</b>				
Construction	\$421,800,000	\$421,800,000	\$421,800,000	\$421,800,000
Demolition	\$6,600,000	\$6,600,000	\$6,600,000	\$6,600,000
Transition	\$900,000	\$900,000	\$900,000	\$900,000
Operating				
Transportation	\$10,700,000	\$10,700,000	\$10,700,000	\$10,700,000
Staff Relocation	\$330,000	\$330,000	\$330,000	\$330,000
Recruitment/Training	\$11,200,000	\$11,200,000	\$11,200,000	\$11,200,000
Site Acquisition	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000
Repayment of ESCO Debt	\$7,500,000	\$7,500,000	\$7,500,000	\$7,500,000
Cost Subtotal	\$461,030,000	\$461,030,000	\$461,030,000	\$461,030,000
<b>Net (Cost) Gain to State</b>	<b>(\$373,630,000)</b>	<b>(\$352,630,000)</b>	<b>(\$394,630,000)</b>	<b>(\$368,630,000)</b>
<b>Average (Cost) Gain to State (rounded)</b>				<b>(\$372,000,000)</b>

Note: Moderate cost estimates from the ranges provided in Appendix E were used to minimize the number of iterations of this summary. The costs could vary from \$5 million less to \$54 million more than the “moderate” estimate. In the full report, the site and operating costs vary by site, but averages are used in this executive summary.

Under none of the approaches or the full or partial relocation options does the proposal generate sufficient revenues to cover the costs of moving all or a portion of the prison functions.

The study also evaluates the fiscal impacts to Draper City of having the full or partial prison property returned to private use. Under the mixed-use development scenario, the city would realize nearly \$1 million annually (after the project was fully built out) in net tax revenues if the prison were totally relocated. Under the partial relocation option, Draper is projected to receive about \$215,000 in annual net revenues.

Should the state decide to move the prison, a preliminary evaluation of alternative sites identified areas in Box Elder, Juab and Tooele Counties that would provide reasonable alternatives for a full replacement of the Draper facilities. Partial relocation of prison functions could be reasonably accommodated in areas of Iron and Carbon Counties. The full-relocation sites could also be considered. These areas would require additional study.

There are additional costs related to the relocation of the prison that have been identified in the analysis. New facility designs can have the potential to provide staffing efficiencies over older facility designs that result in operating cost savings. The consultants examined this potential, but found that significant staff reductions are not likely as the UDOC staffing at the Draper complex is extremely efficient as is. Other operational

costs such as transportation costs, staff recruitment and training, staff relocation and transition costs are addressed in detail in the study.

Expenses related to retirement of debt for the energy system have been taken into account. Costs for replacement of unrelated facilities (Surplus Property, Forestry/Fire and Juvenile Justice Services) have not been provided for in the analysis.



While the value of the prison property does not support full or partial relocation of the Draper prison functions, the unused portion should not be left idle or simply sold as surplus property. The remaining property is a valuable asset of the state that the consultants recommend be the subject of a strategic planning effort to map its long-term use. This analysis has determined that Department of Corrections facility requirements on the Draper site including future growth will likely never need more than about 300 to 350 of the roughly 670 acres, but these needs will require further refinement now that the feasibility of relocation of the prison has been addressed. The future Department of Corrections needs and remaining land should be jointly planned for long-term state use – for state facilities or other uses such as a technology center as envisioned in the Governor's economic development planning.

**Table EX-2: Feasibility Summary – Partial Relocation/Mixed-Use Scenario**

	Investment Value	Market Value
Appraised Value	\$49,000,000	\$34,000,000
Plus Benefit to Draper (20-year NPV)	\$3,500,000	\$3,500,000
Subtotal	\$52,500,000	\$37,500,000
<b>Costs</b>		
Construction	\$128,000,000	\$128,000,000
Demolition	\$1,700,000	\$1,700,000
Transition	\$730,000	\$730,000
Operating		
Staff Relocation	\$100,000	\$100,000
Recruitment/Training	\$4,700,000	\$4,700,000
Site Acquisition	\$680,000	\$680,000
<b>Cost Subtotal</b>	<b>\$135,910,000</b>	<b>\$135,910,000</b>
Net (Cost) Gain to State	(\$83,410,000)	(\$98,410,000)
Average (Cost) Gain to State (rounded)		(\$91,000,000)

Figure 1: Aerial view of Draper facility



**Full Study Available**  
 Visit the Utah State website at <http://www.utah.gov>

**Opportunities for Public Comment**

**OPEN HOUSE**

Wednesday, November 30, 2005

6:00 p.m. to 8:00 p.m.

Draper Elementary School

1080 East 12660 South

Draper, Utah

**COMMENTS CAN BE SUBMITTED BY E-MAIL TO**  
**PrisonStudyComments@utah.gov**  
 through December 7

**REQUEST FOR PROPOSAL**  
***Economic Feasibility Study of Relocating the Draper Prison***  
**Solicitation # RM5080**

**PURPOSE OF REQUEST FOR PROPOSAL (RFP)**

The purpose of this request for proposal is to enter into a contract with a qualified firm to conduct a study of the economic feasibility of relocating all or part of the prison complex owned by the State of Utah in Draper, Utah. This study will estimate the value that may be obtained if the property is sold, the cost of acquiring replacement facilities and other factors that impact this consideration including the impact on the operations and their costs. It is anticipated that this RFP may result in a contract award to a single Consultant although the Consultant may include subconsultants to assist in the performance of the study. The term "Consultant" as used in this RFP means the offeror submitting a proposal to contract with the State to conduct this study.

This RFP is designed to provide interested offerors with sufficient basic information to submit proposals meeting minimum requirements, but is not intended to limit a proposal's content or exclude any relevant or essential data. Offerors are at liberty and are encouraged to expand upon the specifications to evidence service capability under any agreement.

**The objective of this study is to evaluate the economic and operational feasibility of moving the Utah State Prison to a new site without compromising the mission of the Department of Corrections.**

The mission statement for the Department of Corrections is: "We are corrections professionals dedicated to protecting our community by enforcing the orders of the court and the Board of Pardons and Parole. We are also dedicated to guiding offenders to become law-abiding citizens through the use of professional and community resources."

**BACKGROUND**

The Utah State Prison is located in Draper, Utah, which is a city in the south end of Salt Lake County. The prison is approximately 25 miles south of downtown Salt Lake City. Originally built in 1951 to accommodate about 400 inmates, it is now home to more than 3350 and, when fully funded and staffed, is capable of holding nearly 3600. There have been several expansion projects over the years to address growth.

The property to be considered for replacement in this study is identified in Attachment 4. This includes about 609 acres west of I-15 and south of Bangerter Highway as well as about 64 acres north of Bangerter Highway. Electronic information on the property survey will be provided to the selected Consultant.

A substantial amount of background information is included in the document entitled Utah

Department of Corrections, Facts about the Draper Site. This information is contained on a CD which can be obtained at the Preproposal Meeting or by contacting Roselle Miller at State Purchasing.

### **ISSUING OFFICE AND RFP REFERENCE NUMBER**

The State of Utah Division of Purchasing is the issuing office for this document and all subsequent addenda relating to it, on behalf of the Division of Facilities Construction and Management (DFCM) and the Department of Corrections (UDC). The reference number for the transaction is Solicitation #RM5080. This number must be referred to on all proposals, correspondence, and documentation relating to the RFP.

### **PRE-PROPOSAL MEETING**

There will be a non-mandatory pre-proposal meeting on Monday, May 16, 2005, at 3:30 p.m. at the Department of Corrections Administration Building for the benefit of offerors to better understand the RFP in preparing their proposal. See Attachment 3, Project Schedule for details.

### **SUBMITTING YOUR PROPOSAL**

One original and seven identical copies of your proposal must be received at the State of Utah Division of Purchasing, 3150 State Office Building, Capitol Hill, Salt Lake City, Utah 84114, prior to the closing date and time specified. Proposals received after the deadline will be late and ineligible for consideration.

### **LENGTH OF CONTRACT AND PRICE GUARANTEE**

The Contract resulting from this RFP will be between DFCM and the Consultant. It will be for the period of the study as outlined in the schedule and will be for a fixed sum and scope of work. The Contract may be modified to address issues that may arise in the course of the study that are outside the scope of the original proposal and Contract. Any such modification must be agreed to by the parties to the Contract through an amendment to this Contract and approved by the State Director of Purchasing prior to the commencement of work affected by the requested modification. Requests for price adjustment must include sufficient documentation supporting the request.

At the State's discretion and by mutual agreement, this Contract may be extended to address additional issues or to perform a more in depth analysis during a two-year period following the completion of the study.

### **STANDARD CONTRACT TERMS AND CONDITIONS**

Any contract resulting from this RFP will include, but not be limited to, the State's standard terms and conditions. These may be accessed at:  
<http://www.purchasing.utah.gov/contractinfo/TermsAgency.pdf>

### **QUESTIONS**

All questions must be submitted in writing and may be submitted to Kenneth Nye via email at: knye@utah.gov, via fax at: (801)538-9694, or via mail at: Division of Facilities Construction and Management, 4110 State Office Building, Salt Lake City, Utah, 84114. Questions are due by 5:00 p.m. on May 23, 2005. Questions received after that date may not be answered. Answers will be given via an addendum posted on the Division of Purchasing website.

### **DISCUSSIONS WITH OFFERORS (ORAL PRESENTATION)**

An oral presentation by an offeror to clarify a proposal may be required at the sole discretion of the State. However, the State may award a contract based on the initial proposals received without discussion with the Offeror. If oral presentations are required, they will be scheduled after the submission of proposals. The schedule contained in Attachment 3 identifies the anticipated date for oral presentations although this date is subject to change. Oral presentations will be made at the offeror's expense. The offeror's original proposal cannot be changed in any aspect at the oral presentation. The oral presentation is only to allow offerors to present and clarify their proposals.

### **PROPRIETARY INFORMATION**

The proposal of the successful offeror becomes public information. Proprietary information can be protected under limited circumstances such as client lists. Pricing and service elements are not considered proprietary. An entire proposal may not be marked as proprietary. Offerors must clearly identify in the Executive Summary and mark in the body of the proposal any specific proprietary information they are requesting to be protected. The Executive Summary must contain specific justification explaining why the information is to be protected. Proposals may be reviewed and evaluated by any person at the discretion of the State. All materials submitted become the property of the State of Utah and may be returned only at the State's option.

### **STANDARD OF CARE**

Consultant shall exercise the degree of skill and diligence as exercised by members of the Consultant's profession having substantial experience on projects similar in type, magnitude and complexity to the project that is the subject of this RFP. The Consultant shall be liable to the State of Utah for claims, liabilities, additional burdens, penalties, damages or third party claims to the extent caused by acts, errors or omissions that do not meet this standard of care.

### **DETAILED SCOPE OF WORK**

The maximum amount available for the award of this contract is \$140,000. The topics to be addressed in the study are outlined below in order of priority. It is desired that all topics will be addressed to some degree. The State recognizes that the depth of analysis that can be achieved in these topics is limited by the amount of funding available for the study. The State desires to achieve the maximum level of analysis possible within this funding level. Any minimum requirements for depth of analysis are noted below. Consultants shall include in their proposal a detailed definition of the level of analysis that will be provided for each of the topics listed below. This scope outline is provided to guide the Consultants in preparing the detailed scope of work that is to be included in their proposal. Consultants may limit the level of effort in lower priority topics as necessary to stay within the maximum cost of \$140,000.

## **A. Valuation of Draper Prison Property**

1. The Consultant shall obtain an independent appraisal of the Draper Prison Property identified in Attachment 4. The appraisal shall be conducted by an appraiser holding a current MAI designation meeting the qualification requirements identified in the Proposal Requirements and Company Qualifications section of the RFP.
2. The purpose of the appraisal will be to evaluate and determine the following in accordance with local zoning, restrictions, building codes, and environmental regulations and shall consider a variety of uses such as office, retail, light industry, residential, or a combination of such uses:
  - a. An estimated range of the fair market value of the defined property based upon at least two alternative scenarios of future use of the property, one of which shall reflect the appraiser's opinion of its highest and best use; and
  - b. A market analysis of the current and projected future demand for alternative uses.
3. In its evaluation of the economic feasibility, the appraiser shall consider the following alternatives without compromising the mission of the Department of Corrections:
  - a. Potential sale of all real property, buildings and appurtenances associated with the identified property;
  - b. Potential sale of vacant land that is not required for existing Utah State Prison buildings and operations; and
  - c. Potential sale of property in segments over a period of time.
4. The Consultant's report shall include the appraisal report as an attachment. The appraisal report shall meet the following requirements:
  - a. It shall be prepared as a narrative report prepared in sufficient detail so that explanations of comments, conclusions, reasons for adjustments, supporting data, or other documentation is sufficient for the reader to understand the report.
  - b. Narrative comments shall be clearly identified, attached to, and referenced on the corresponding section of the appropriate appraisal forms.
  - c. The appraisal report shall contain a Table of Contents and sequentially numbered pages including addenda.
  - d. The appraisal report shall reference all environmental documents utilized by the appraiser in completing the appraisal. An environmental document will be required in the appraisal report. The appraiser is the key individual in identifying potential environmental problems that may impact on the value of the subject property.
  - e. The effective date of the appraisal report is the date the property was personally inspected

by the appraiser.

- f. The appraisal report shall be submitted in both a hard copy and electronic format.
5. The appraiser must document the application of acceptable methodologies for the three approaches to value in order for the reader of the report to gain a clear understanding of the analysis undertaken. A discussion of the reasoning for adjustments should be included in the report. It is not required that a cost approach be done on current improvements except as necessary to estimate the value of any improvements that are deemed to provide a major contribution to value.
  - a. To the extent used, the Cost Approach shall clearly show the extraction of depreciation and contributory values from comparable sales. Adjustments must have a basis in the market. Regression analysis may be used to supplement the use of paired sales.
  - b. The Sales Comparison/Market Approach for building and land adjustments must be derived from paired sales. Adjustments must have a basis in the market. Regression analysis may be used to supplement the use of paired sales.
  - c. The Income Approach shall discuss the reasoning for selection of rents, expenses and rates and clearly illustrate how comparable income and expenses were defined and applied. A summary of the income capitalization rates should include pertinent factors to illustrate the selection of an income capitalization rate. A Direct Income Capitalization, Discounted Cash Flow, and the use of Income Multipliers, as applicable, will be acceptable for the Income Approach.
6. The appraiser shall interview representatives of the Department of Corrections to identify existing improvements which may provide a major positive or negative contribution to value. This may be supplemented by inspections of buildings as determined appropriate for the degree of potential impact on value.
7. The appraiser shall verify each comparable transaction with a party to the transaction.
8. In its consideration of potential future uses for the Draper Prison Property, the appraiser shall, at a minimum, review current master plans and discuss potential future zoning actions and development considerations with the following local governments:
  - a. Draper City
  - b. Bluffdale City
  - c. Salt Lake County
9. Consideration should also be given to the potential of the site including a transit hub and the potential impact that could have on future development.
10. The appraisal report shall include a reconciliation that clearly supports and identifies the

methods the appraiser used to arrive at the final opinion of value.

11. During the preparation of the valuation and supporting documents for the appraisal report, the appraiser shall not discuss its findings with parties other than DFCM, UDC, and the Consultant without prior authorization by DFCM.
12. The Consultant's report shall note the offset that will be required to pay off debt associated with property. This consists of the financing for energy improvements at the Draper Prison and the lease revenue bond that financed the Surplus Property facility.

#### **B. Estimation of Replacement Costs**

1. The Consultant shall estimate the cost of acquiring an alternative site(s) and constructing prison facilities to replace those at the Draper Prison. The following must be addressed in estimating replacement costs.
2. The estimated replacement cost shall be for the complete project and shall include: property acquisition, design, site utilities and other site improvements, buildings, campus infrastructure, inspection and testing, commissioning, furnishings, equipment, and communication systems. Costs may be estimated using, as a basis, industry-accepted average costs per square foot, bed, or cell as appropriate. Soft costs may also be estimated using accepted mark-up percentages. Average costs should be adjusted, as appropriate, for the location(s) proposed for replacement facilities.
3. While it is not anticipated that specific replacement sites will be identified, it is expected that the Consultant will consider the factors identified in this RFP in identifying the three to four best candidate locations (communities) where the replacement facility(s) could be located. For each candidate location, the cost of land acquisition, and replacement facilities should be estimated.
4. The Consultant shall estimate the cost of acquiring a site(s) of adequate size to accommodate the replacement facilities. The site cost shall include the estimated cost of bringing all required roads and utilities to the site. Utilities that must be addressed include, but are not limited to, the following:
  - a. Water
  - b. Sewer
  - c. Electrical
  - d. Natural Gas
  - e. Storm Sewer
  - f. Communications/Data
5. The Consultant shall estimate the cost of designing and constructing replacement facilities at

the proposed location(s). The replacement facilities must meet the following requirements.

- a. Constructed for a 50-year life with equipment and systems that are life cycle effective and meet state energy efficiency requirements;
  - b. Meet specifications for state-of-the-art prisons with minimum quality requirements to be provided by DFCM and UDC;
  - c. Provide the full range of custody, services and programs currently existing at the Draper Prison and necessary to maintain the mission of the Department of Corrections
6. One-time start up costs should be estimated including:
- a. Moving
  - b. Staff relocation/recruitment of replacement staff
  - c. Training
7. As a separate amount, the Consultant shall estimate the replacement cost for the Surplus Property facility.
8. The Consultant shall estimate the time period required to identify and acquire a site(s) and design and construct the replacement facilities.

### **C. Phased or Partial Replacement Analysis**

1. The study should provide an analysis of the advantages and disadvantages of dividing the replacement of facilities and the associated sale of property into phases to take advantage of some or all of the remaining life of facilities at the Draper Prison.
2. This should include a description of the order of phasing along with an estimate of the revenues and costs associated with the smaller relocation proposals.
3. The study should address the potential of selling a portion of the property and replacing some of the facilities while retaining a smaller scale prison at the Draper site. This should include an analysis of advantages and disadvantages.

### **D. Other Issues To Be Considered in the Study**

1. The study should also estimate any increase or decrease in operational costs as compared to the Draper site. It is anticipated the UDC will assist the Consultant in identifying potential cost differentials but the Consultant will be expected to apply its judgment in arriving at these estimates.
2. In evaluating potential locations and the resulting impact on operational costs, the following additional factors should be considered:

- a. Availability of staffing to provide the required correctional, medical and professional workforce for UDC.
  - b. Ability of the community to provide the full range of medical, hospital, and dental services currently contracted through the University of Utah Medical Center.
  - c. Capacity of local emergency services to address prison emergencies such as fire, riot, medical evaluation, etc.
  - d. Availability of support services such as garbage, food, maintenance contractors and other suppliers.
  - e. Availability, capacity, and cost of water and sewer systems.
3. While the study may consider the potential of using private prison facilities as an option for part of the beds that may be moved from the Draper Prison, this study is not intended to analyze the merits of state versus private prisons or to make recommendations on whether private prisons should be used.
4. To the extent possible, the study should consider the following:
- a. Consideration of one site versus multiple sites for replacement facilities.
  - b. Impact the move would have on current staff and their families.
  - c. Impact on the ability of families of offenders to visit.
  - d. Impact the relocation would have on:
    - Local law enforcement / Local Governments
    - Local Emergency Services including BCLS and ACLS
    - Local school districts
    - Higher Education institutions
    - Courts
    - Board of Pardons and Parole
    - Mental Health and Substance Abuse
    - Ability of the local community to replace the volunteer workforce available at the Draper Prison.
  - e. Anticipated future community growth and the impact it would have on the new prison site.
  - f. Economic impact on Draper City and surrounding cities as well as on communities where

the replacement facility(s) would be located.

#### **E. Public Input**

1. Substantial opportunity for public review and comment shall be provided. This includes both public hearings as well as the submission of written comments. The Consultant shall provide information and updates to be posted on a State web site to provide information about the study and receive public comments through email.
2. In identifying potential communities where replacement facilities might be located, the Consultant shall have preliminary communications with appropriate elected officials regarding the community's interest in having a prison facility, its ability to provide necessary services and the impact that a prison facility would have on the community.
3. The Consultant shall coordinate and participate in public hearings in Draper and in other communities directly affected by the recommendations of the draft report. The appropriate City and County Councils or Commissions shall be invited to participate in the public hearings and concurrence shall be sought between the State and the local government on how to conduct the public hearing.
4. In preparing the final report, the Consultant shall give due consideration to comments and recommendations of the public and shall include in the report a summary of comments received.

#### **F. Presentations**

1. The Consultant's proposal shall include two presentations to reviewing committees as well as a presentation to a legislative committee.

#### **G. Reports**

1. Reports shall be submitted in both printed and electronic form.
2. The final draft and the final report shall include the following:
  - a. Table of Contents
  - b. Executive Summary
  - c. Division of the report into logical sections
  - d. Numbering of all pages
3. A preliminary draft of the Property Valuation and the Cost of Replacement Facilities portions of the report shall be provided by the date indicated in Attachment 3.

### **PROPOSAL REQUIREMENTS AND COMPANY QUALIFICATIONS**

While it is desired that the selected Consultant, together with identified subconsultants, have qualifications and skills in the areas of economic analysis, real estate, development, and correctional facility design, construction and operations, the only mandatory qualification requirements are as follows:

1. **Appraiser Qualifications.** Appraisers must be licensed as an appraiser and hold and maintain a current MAI designation. In addition, appraisers should be experienced in the valuation of commercial, industrial, residential and other types of properties and should have demonstrated competency in conducting appraisals. The Consultant's proposal shall identify either one or two potential appraisers. If two appraisers are proposed for consideration by the selected Consultant, the Consultant shall use the appraiser selected by the selection committee in conducting the study. The selected Consultant may not change the appraiser without the consent of DFCM.
2. **Other Team Member Qualifications.** The Consultant must demonstrate expertise in the design, construction, operation and programs of prison facilities within identified team members.
3. **Private Prison Companies and Parties Interested in Developing the Draper Prison Site for Other Purposes.** Private prison companies and parties interested in developing the Draper Prison site for other purposes are not eligible for selection as the Consultant and may not be members of the Consultant's team that conducts this study. This exclusion also extends to persons representing private prison companies or parties interested in developing the Draper Prison site or acting as lobbyists or agents for such companies or parties. This exclusion is not intended to prohibit the selected Consultant from obtaining information from private prison companies or parties interested in developing the Draper Prison site. Any such information shall only be for the Consultant's consideration in performing the study.

### **PROPOSAL RESPONSE FORMAT**

All proposals must be organized and tabbed with labels for the headings listed below.

Consultants shall include in their proposal further definition of the level of analysis that will be provided for each of the topics described in the detailed scope of work section. Consultants should consider the components and priority order of the topics and also apply their professional judgment in developing the detailed scope of work contained in their proposal.

1. **RFP Form.** The State's Request for Proposal form completed and signed.
2. **Executive Summary.** The one or two page executive summary is to briefly describe the Consultant's proposal. This summary should highlight the major features of the proposal. It must indicate any requirements that cannot be met by the Consultant. The reader should be able to determine the essence of the proposal by reading the executive summary. Proprietary information requests should be identified in this section.

3. **Detailed Response.** This section should constitute the major portion of the proposal and must contain at least the following information:

A. **Scope of Work.** A complete narrative of the Consultant's assessment of the work to be performed, a detailed statement of the scope of work to be performed within the proposal amount and the approach to be taken. Clearly indicate any options or alternatives proposed.

B. **Qualifications.** Demonstration of the Consultant's and subconsultant's qualifications and capabilities necessary to fulfill the requirements. This should include resumes of all team members that are expected to have a substantial role in the study.

C. **Schedule.** A proposed schedule demonstrating the time frames and sequencing of the work to be performed. This should include identification of key tasks and milestones.

D. **Staffing Plan Including Organization Chart.** Provide an organization chart showing the relationship of key members of the Consultant's team. Provide a staffing plan that identifies individuals who will participate in the study, and their estimated number of hours for each major category of the scope of work. A detailed breakdown of hours by the appraiser in determining the value of the Draper Prison site is not required.

E. **References.** Provide at least two references for the Consultant and each subconsultant that will have an important role in the study. Where possible, references should also be able to address the key individuals assigned to the study and be for work that was similar to the work to be performed under this study. Additional references may be provided as necessary in order to achieve this objective.

4. **Cost Proposal.** Cost will be evaluated independently from the technical proposal. Please enumerate all costs on the attached Cost Proposal Form (Attachment 1).

5. **Independence and Conflict of Interest Certification.** The Consultant shall provide a certification that all members of the Consultant's team, including any subconsultants, do not have a conflict of interest in regards to the purposes of this study and that they meet the independence requirements stated in paragraph 3 of the Proposal Requirements and Company Qualifications section of the RFP.

### PROPOSAL EVALUATION CRITERIA

A committee will evaluate proposals against the following weighted criteria. (See evaluation score sheet in Attachment 2.) Each area of the evaluation criteria must be addressed in detail in proposal.

<u>WEIGHT</u>	<u>EVALUATION CRITERIA</u>
---------------	----------------------------

20 %	Cost (To be scored by State Purchasing per the formula identified in the RFP Evaluation Score Sheet.)
------	---

- 35 % Proposed scope and depth of study. How well does the proposed scope address the most essential factors in meeting the objectives of the study?
- 20 % Demonstrated qualifications technical capability (proven track record), etc. of the Consultant and identified subconsultants other than the appraiser. This includes the level of demonstrated expertise in the design, construction, operation and programs of prison facilities along with other required capabilities such as economic analysis and performance of studies.
- 20 % Qualifications, expertise, independence and track record of the proposed appraiser(s)
- 5 % Performance references for similar projects.

## COST PROPOSAL

Proposer Name: \_\_\_\_\_

1. Provide a lump sum cost for performing all services described in the proposal including any costs for travel, printing, communications, etc. The cost of printing the final draft for public comment and the final report may be treated as a reimbursable which is in addition to the lump sum amount.

Lump Sum Fee \$ \_\_\_\_\_

2. Provide a breakdown of the lump sum fee identifying the cost of the appraisal and the hours and costs associated with each major element of the study.
3. List the name, job title, firm, and hourly rate for each member of the Consultant's team. Note that the purpose of identifying these rates is to facilitate negotiations if the State chooses modify or increase the scope of services from that identified in the Consultant's proposal.

**Economic Feasibility Study of Relocating the Draper Prison  
Solicitation # (to be inserted by the Division of Purchasing)  
RFP EVALUATION SCORESHEET**

**Firm Name:** \_\_\_\_\_

**Evaluator:** \_\_\_\_\_

**Date:** \_\_\_\_\_

Score will be assigned as follows:

- 0 = Failure, no response
- 1 = Poor, inadequate, fails to meet requirement
- 2 = Fair, only partially responsive
- 3 = Average, meets minimum requirement
- 4 = Above average, exceeds minimum requirement
- 5 = Superior

		Score	Weight (0-5)	Points
<b>1. Proposed Scope and Depth of Study (35 points possible)</b>		----	----	----
Valuation of Draper Prison property	10 points possible		X 2	
Estimation of replacement costs	10 points possible		X 2	
Estimation of operational impacts	5 points possible		X 1	
Identification of potential alternative locations	5 points possible		X 1	
Other aspects of the proposed scope	5 points possible		X 1	
<b>2. Qualifications and Capabilities of Team Members Other Than the Appraiser (20 points possible)</b>		----	----	----
Expertise in design, construction, operations and programs of prisons	10 points possible		X 2	
Expertise in conducting studies of similar scale and addressing issues of public concern	10 points possible		X 2	
<b>3. Qualifications and Experience of Appraiser (20 points possible)</b>		----	----	----
Ability to appraise a variety of property types including commercial, industrial, and residential	10 points possible		X 2	
Experience in conducting appraisals of similar scale	10 points possible		X 2	
<b>4. References (5 points possible)</b>		----	----	----
Results of reference checks	5 points possible		X 1	
<b>5. Cost (20 points possible)</b>	20 points possible			* Inserted by Purchasing
<b>TOTAL EVALUATION POINTS</b>	<b>100 points possible</b>		<b>Total</b>	

\* Purchasing will use the following cost formula: The points assigned to each offerors cost proposal will be based on the lowest proposal price. The offeror with the lowest Proposed Price will receive 100% of the price points. All other offerors will receive a portion of the total cost points based on what percentage higher their Proposed Price is than the Lowest Proposed Price. An offeror whose Proposed Price is more than double (200%) the Lowest Proposed Price will receive no points. The formula to compute the points is: Cost Points x (2- Proposed Price/Lowest Proposed Price).

## Project Schedule

Date & Time	Event
May 16, 2005, 3:30 pm	Pre-proposal Meeting (Nonmandadory) at the Department of Correction Administration Building for the benefit of offerors to better understand the RFP in preparing their proposal*
May 23, 2005, 5:00 pm	Deadline for Submitting Questions
May 26, 2005	Final Addendum Issued
June 3, 2005, 3:00 pm	Deadline for Submitting Proposals
June 9, 2005	Interviews (date subject to change; schedule to be issued after deadline for submitting proposals)
June 13, 2005	Selection Announced
June 30, 2005	Execution of contract and Notice to Proceed
September 15, 2005	Draft due of portions of study addressing value of Draper Prison and Cost of Replacement
October 14, 2005	Draft of Full Report Due
November 1 to 15, 2005	Public Hearings on Draft Report
December 1, 2005	Final Report Due

\*Directions to Department of Corrections Administration Building

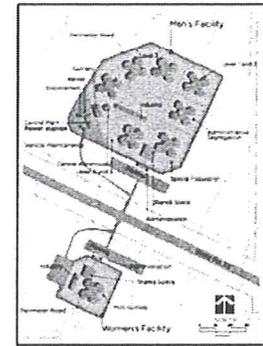
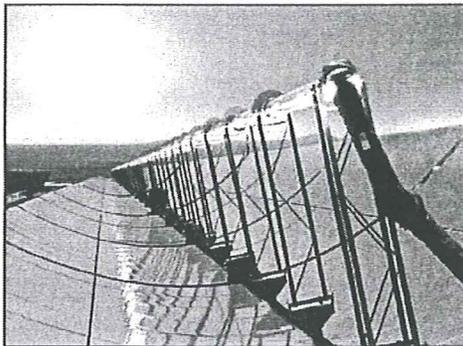
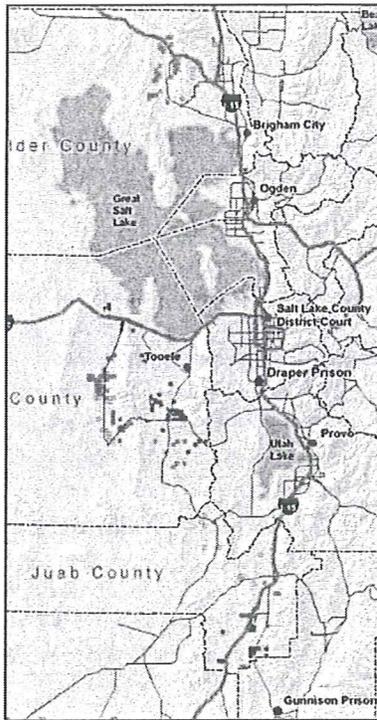
Take exit 291 from I-15 (Draper/Bluffdale) and go east under the Interstate. Turn north on the frontage road. Take the first right where there is a cement sign that says Fred House Academy. Take the first left to head up to the four-story office building. There is no restriction on parking except for stalls reserved with signage. In front of the main entry to the building (faces west) push the button at the call box. You will be required to show identification to enter the building. You will then be instructed on how to get to the 4<sup>th</sup> floor conference room where the meeting will be held.



## Third Prison Site Location Study

Utah Department of Corrections  
Utah Division of Facilities Construction and Management

July 2009



Weber  
Sustainability



## THIRD PRISON SITE LOCATION STUDY

Utah Department of Corrections  
Utah Division of Facilities Construction and Management

Project Team:  
Wikstrom Economic and Planning Consultants, Inc.  
GSBS Architects  
Parametrix  
Stantec Consulting, Inc.  
Spectrum Engineers, Inc.  
Weber Sustainability Consultants

January 2009

### INTRODUCTION

The Utah Department of Corrections ("DOC") has undertaken this study in order to plan for the growth of its prisoner population, which will need a significant amount of new space in the next few years. Currently there are approximately 6,700 inmates in the State's prison system. According to the Department of Corrections roughly 190 prisoners enter the system every year. This means in about seven years another prison the size of the Central Utah Correctional Facility, which can accommodate 1,340 prisoners, will be needed. Given that it takes approximately 4 years to design and build a prison, now is a good time to secure a site in advance of the planning process.

Some of the groundwork for this study was laid in 2006 when the State of Utah published a study entitled "Evaluation of the Feasibility of Relocating the Utah State Prison." This study was a response to popular interest in the removal and relocation of the State Prison in Draper to another site in a more rural area. The relocation study identified eastern Box Elder County, northeastern Juab County, and Rush Valley in Tooele County as areas that could be suitable for a new prison. The State has now asked the project team to build on the previous study's site suitability analysis by identifying the most suitable site for a new prison in the previously identified areas. In addition, the project team was asked to create conceptual plans and cost estimates for the construction of the prison on the selected site. Finally, the team was charged with comparing the cost of a 6,000 bed facility at a new site to the cost of constructing the same facility on vacant land next to the Draper Prison.

This report first explains the site selection process and briefly describes the preferred site. The report then presents a conceptual program and site plan along with preliminary infrastructure planning. Finally, the report lays out the associated costs along with a comparison of costs between a new site and expansion on the existing site.

*Wikstrom Economic & Planning Consultants, Inc., is a Salt Lake City based economic, planning and real estate advisory services firm. Wikstrom offers services in economic consulting, planning, real estate development, feasibility studies, market analysis and fiscal analysis.*

## EXECUTIVE SUMMARY

### SITE SUITABILITY ANALYSIS AND SELECTION

The 2006 prison relocation study identified three general areas that would be suitable for a new state prison. These areas included Rush Valley in Tooele County, eastern Box Elder County and northeastern Juab County. Several factors were considered in the selection process including:

- Parcel size
- Topography
- Access to water
- Distance to a hospital with emergency care
- Distance to police
- Natural resources and hazards including:
  - Existence of wetlands
  - Liquefaction potential
  - Flooding potential
- Size of surrounding employment base
- Distance to Salt Lake City (courts and University of Utah Medical Center)
- Distance to highway
- Proximity to residential areas
- Ownership

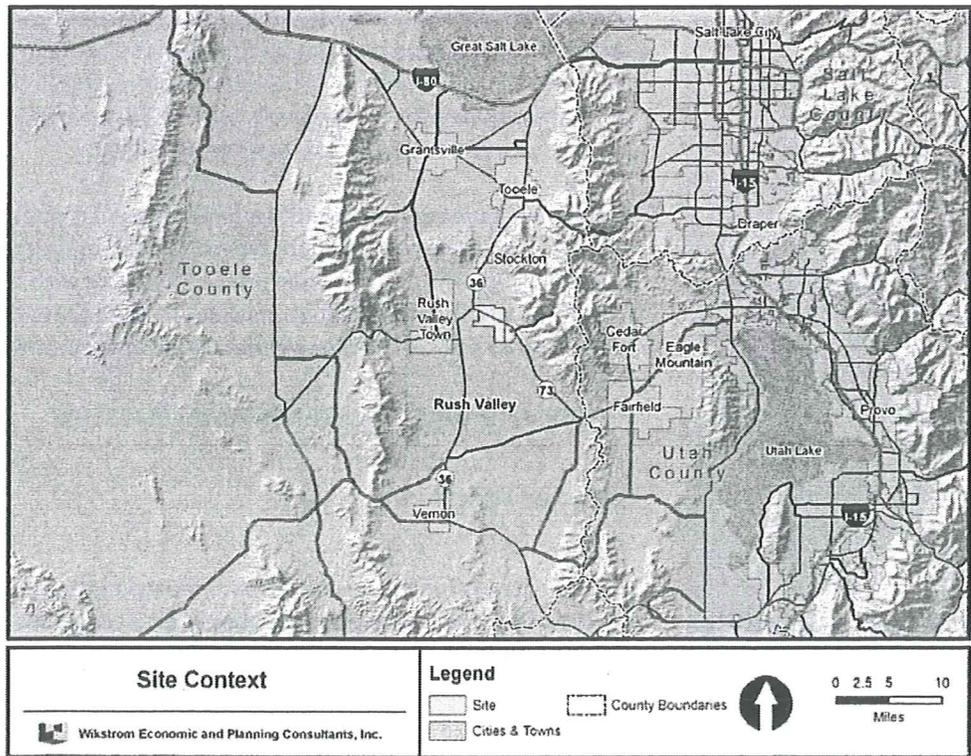


Figure 5.1

These factors were used to compare the three general areas to each other and to rank individual parcels in relation to each other. The result of the analysis was to name Rush Valley as the clear winner between the three areas identified by the 2006 study. There were several parcels within Rush Valley to choose between, but one parcel, shown in its context in Figure S.1, stood out as clearly superior to all others in the valley because of its accessibility, size, and topography. The site sits at the intersection of State Highways 36 and 73 in northern Rush Valley. The selection process for this site is described in detail in Section 1 of this report.

The consultants were also asked to evaluate the possibility of locating a new prison near the Salt Lake County Landfill. The consultants found several major obstacles to locating a prison in the area. Appendix X is a report on the evaluation of the Landfill area.

## ARCHITECTURAL PLANNING

An architectural planning effort has been undertaken to define the major project parameters of a prison with capacities of 6,000 and 10,000 beds. The 6,000 bed facility reflects replacement of the 4,000 beds at the Draper facility plus expansion. The 10,000 bed facility reflects the ultimate available capacity at the Draper site. Of those total bed counts, approximately 85 percent are for men and the remaining 15 percent are for women inmates. Physically separated facilities between genders are anticipated in the analysis.

The primary purpose of the planning effort is to determine the amount of land necessary to locate a prison complex and the general configuration requirements of that land. For the 6,000 bed facility, 245 acres are required for the men's prison and 85 acres are required for the women's prison. To increase the capacity to 10,000 beds requires a total of 380 and 127 acres respectively.

The planning process evaluated the inmate populations and the required segregations to safely house the planned population. Those requirements were aggregated into housing complexes and arranged on the site along with the necessary support spaces to provide a fully functional prison facility. Figure S.2 is the conceptual site plan for the preferred site. It includes all anticipated structures and facilities.

## WATER AND WASTEWATER INFRASTRUCTURE

### CULINARY WATER

Water demands for the new prison site were estimated for 6,000 bed and 10,000 bed facilities. Demands were estimated based on a usage of 115 gallons per bed per day. Using this number, demands were estimated to be:

- 400 gallons per minute (gpm) for a 6,000 bed facility.
- 800 gpm for a 10,000 bed facility.

A single water well drilled at the site could potentially produce water at flow rates of 400 to 800 gpm. (There are several wells near the proposed site that are capable of

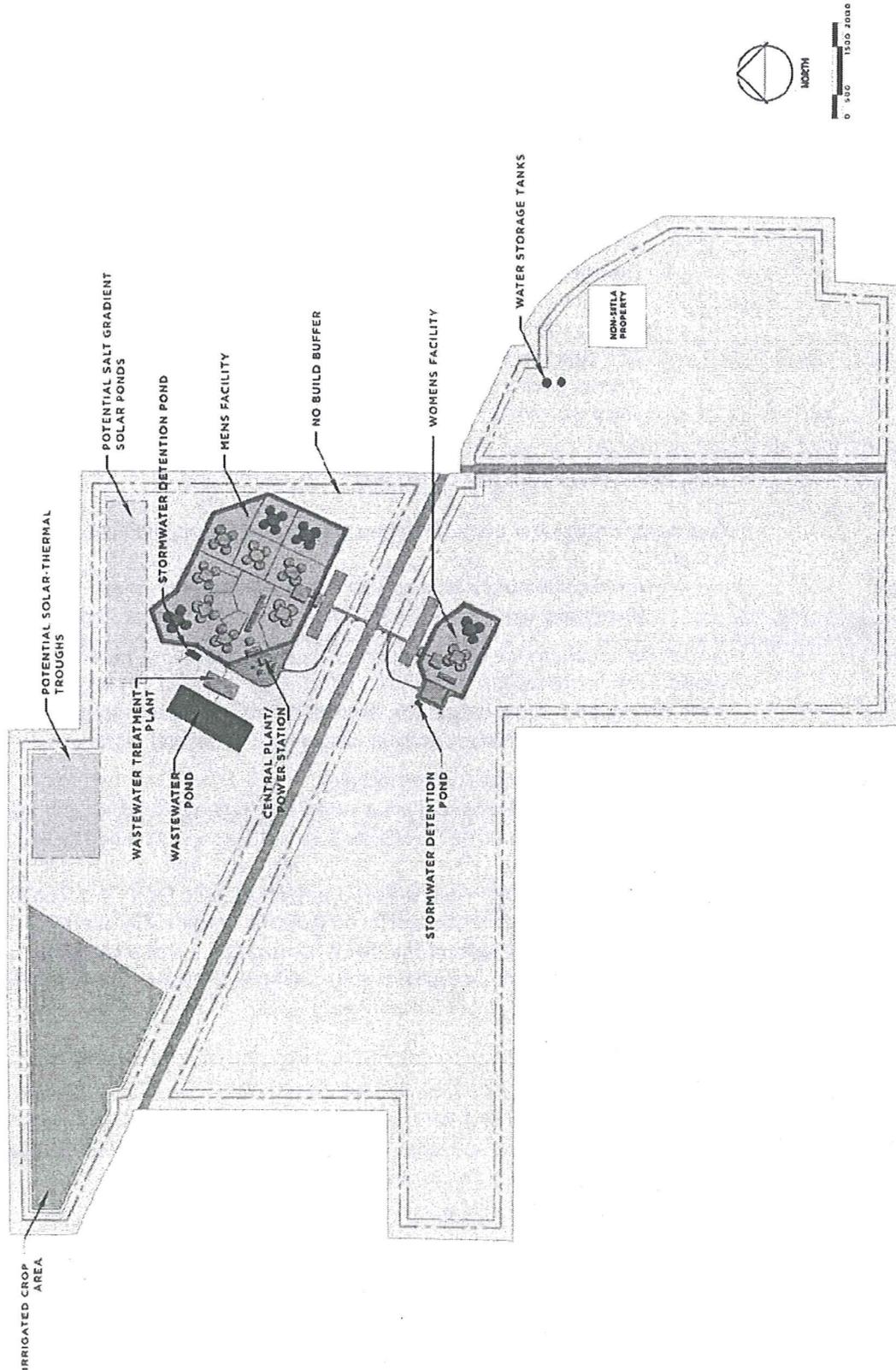


Figure 5.2: Master Site Plan

discharges as great as 2,250 gpm.) The site will likely require more than one well to ensure adequate supply. According to available groundwater quality data, the proposed site has total dissolved solids (TDS) concentrations of between 350 and 2,180 milligrams per liter (mg/L). TDS values greater than 1000 mg/L are likely to cause consumer complaint. Because the actual TDS value of a future well on site is unknown, the groundwater at the site will require further detailed investigations to ensure that it has a TDS level below 1,000 mg/L. The conceptual water supply infrastructure includes:

- 2(or more) wells approximately 300-600 feet deep with a 10-12 inch casing. Elevation: 5,520 feet.
- Well flow of approximately 500-800 gpm.
- 2 tanks with 750,000 gallons of storage each. Elevation: 5,540 feet.
- 12 inch water supply line. Length: 7,200 feet. Elevation drop: 160 feet.
- A water supply loop inside the fence in each complex.
- The prison complex at an elevation range of 5,400 feet to 5,300 feet.

### SANITARY SEWER AND WASTEWATER

Two major wastewater treatment alternatives were investigated in this study. These include:

- An Oxidation Ditch Process with Biologic Sludge Reduction.
- Membrane Bio-Reactor (MBR) Process with Mechanical Sludge Dewatering.

Both of these options are capable of producing irrigation reuse water. An MBR system would produce irrigation water usable on food crops without any additional processes. An oxidation ditch system would produce irrigation water usable for food crops only if a filtration and disinfection step were added at the end of the process.

The conceptual wastewater system includes:

- A wastewater treatment plant with a flow rate of 0.7 million gallons per day (MGD) for a 6,000 bed facility or 1.15 MGD for a 10,000 bed facility. Elevation: 5,280 feet.
- A 15-acre, 15-foot deep wastewater storage pond for a 6,000 bed facility or a 25-acre, 15-foot deep pond for a 10,000 bed facility. Elevation: 5,240 feet.
- A gravity flow irrigation line that is approximately 4,900 feet long.
- An irrigated area of approximately 350 acres. Elevation: 5,140 feet to 5,060 feet.

### STORM DRAINAGE

Storm drainage lines and detention ponds were sized to reduce post-development runoff to pre-development runoff volumes and peak flow rates. Storm water detention ponds were sized to reduce peak runoff potential to pre-development levels during a 10-year event. These pond sizes are:

- 1.9 acre-feet (5 feet deep, 140 feet x 140 feet) on the men's side.
- 0.2 acre-feet (5 feet deep, 20 feet x 20 feet) on the women's side.

## ELECTRICAL AND COMMUNICATION INFRASTRUCTURE

### ELECTRICAL LOAD ANALYSIS & POWER DISTRIBUTION

#### *Load Analysis*

Electrical demands for the new prison site were estimated in the 10 to 15 Mega Watt Range. Those demands were estimated based on a historical analysis of usage at the Draper Facility. Using this demand, PacifiCorp can service the new campus from two locations:

- At 46 kilovolts from the Tooele Substation.
- At 15 kilovolts from the Rush Valley Substation.

Under either option, service will require extensions to the new site with upgrades to the existing off-site utility infrastructure.

#### *Power Distribution*

Secondary Campus Power should be delivered from a Department of Corrections substation at 15 kilovolts with redundant feeder duct-banks throughout the campus. The main physical plant should have Co-Generation capabilities for redundancy of electrical distribution. A Combined Heat and Power Plant design would provide optimal energy conservation. Campus illumination should employ high mast lighting techniques in the 3 footcandle range for optimal nighttime security considerations.

### DATA & COMMUNICATIONS

#### *To the Site*

Primary delivery of communications services to the prison site should be via fiber from the nearest utility provider. Qwest has a main switch facility in Tooele and fiber is already to the site.

#### *Within the Site*

Communications infrastructure within the site will be placed in an underground duct bank, which would encircle the site. The duct bank would include vaults for installation and maintenance.

### SECURITY SYSTEMS

#### *Perimeter Fence*

Fence protection using sensor cable on the fence fabric and microwave detection zones between the dual rings of fence should be the primary method of detection. This method is currently deployed by the State in its other facilities.

#### *Perimeter Towers & Gate Control*

Two towers should control the central vehicle entrance with an additional tower at each change in direction by the fence, thus maintaining a "visual" of all fence lines.

#### *Perimeter Cameras*

Video surveillance will supplement the guard's vision, not replace it. Cameras should be deployed to cover the same areas covered by guards; however, monitoring should be done by direct visual lookout, not by viewing video monitors, which should be relied upon primarily for their recording function.

## RENEWABLE ENERGY ANALYSIS

The Rush Valley site offers significant potential for diversified renewable energy development at a 'district' energy scale. No single source similar to the geothermal resource at the present Draper Prison site, however, is likely to be identified. By applying a simultaneous strategy of 'high-performance' facility design to reduce energy demand, while developing a combination of renewable energy resources with utility grid backup, the DOC may achieve a high degree of energy self sufficiency at the Rush Valley site. As a complement to utility grid-sourced electrical and natural gas, renewable energy forms may offer a portion of the total energy demand of the prospective facility, and do so to provide some degree of energy and budget independence from future utility price fluctuations and power/fuel reliability concerns.

An inventory of potential renewable energy sources in the present analysis includes multiple forms of solar radiation capture and conversion to heat and electricity, wind electrical generation, biomass conversion to heat and electricity, geothermal heat and power, and small-scale hydroelectric generation. **Solar-thermal resources and multiple capture-conversion technologies appear, in this preliminary assessment, to promise both scale and versatility to fit the proposed project and its eventual expansion, providing both heat and electrical power, and storing a portion of thermal energy for use when needed.** Wind, biomass, geothermal and hydroelectric prospects are not understood quantitatively clearly enough to prioritize relative to other resource/technology combinations. Further, site-specific data-gathering and regional resources analyses are appropriate for these energy resources.

All possible technologies and the corresponding costs of renewable energy applications will be unique to the site, requiring further planning and engineering to define investment requirements for the various levels of renewable energy production: part of facility needs, all of facility needs, and energy production to fulfill all facility needs and to export renewable energy to the utility grid. As a hedge against future fuel price instability, planning for an excess of energy production on-site—for the DOC facility to become a 'net energy exporter,' fully utilizing the extensive property at the site—may present a State strategy worthy of serious consideration.

## PROJECT COSTS

### CONSTRUCTION COST COMPARISONS

Construction costs were estimated for three different scenarios, which are described below. Two scenarios are based on the same site—in Rush Valley. The only difference between the two is the size of the facility. The purpose of the third scenario is to compare the cost of constructing identical facilities in Rush Valley versus in Draper, next to the existing prison site.

The first scenario consists of a 6,000 bed facility located in Rush Valley. The facility would have seven male housing pods and one female housing pod. The estimated cost for this scenario is \$984,635,000.

The second scenario represents an expansion of the first scenario. It would provide 10,000 beds in ten male housing pods and two female housing pods. It not only in-

cludes more housing pods, but also additional support structures and site development. The estimated cost for this scenario is \$1,345,505,000.

The third scenario consists of a 6,000 bed facility located just west of the existing prison in Draper. This scenario would incorporate a development program identical to the Rush Valley 6,000 bed scenario. The cost of this scenario will, therefore, be very close to the Rush Valley 6,000 bed scenario. However, this scenario will cost somewhat less due to the proximity of existing utilities. The estimated cost for this scenario is \$973,069,000. While this amount is somewhat less than the Rush Valley total, the difference is only about one percent of total construction cost.

### OPERATIONAL COST COMPARISONS

Changing the location of the main prison facility or adding a third site to the current prison system will result in additional operational costs. Prisoner transportation expenditures would be the most affected operational cost. Sufficient data was available to project changes in transportation cost if a third site were built. Other operational costs would change somewhat; however, data needed to project other cost changes besides transportation was not available. Transportation related expenditures represent approximately four percent of the Draper facility's \$73.7 million budget.

The cost of providing prisoner transportation is directly related to the change in distance between the prison and the destination. Distances were modeled between potential new sites and each of the destination types: inmate placement program ("IPP"), board of pardons and parole ("BOPP"), court appointments (e.g. appeals, hearings, custody issues, etc.), medical needs, and assignment.

Two transportation scenarios were run. One compared the cost of providing transportation for Rush Valley as a replacement for the current Draper facility (Table S.1). This scenario resulted in a 30 percent cost increase. The second scenario assumed Draper would remain as the main prison facility and Rush Valley would be added as a third prison site (Table S.2). The cost of running a third site with a total of 10,000 beds (6,000 in Rush Valley and 4,000 in Draper) is less than a full location to Rush Valley but still higher than the same number of beds at Draper. See the operational cost analysis in Section 6 for additional detail.

Table S.1. Transportation Cost Comparison

Beds	Draper	Rush Valley	Difference from Draper	Percent Change from Draper
4,000	\$3,767,192	\$4,890,915	\$1,123,722	30%
6,000	\$5,515,635	\$7,162,137	\$1,646,502	30%
10,000	\$9,012,521	\$11,704,581	\$2,692,060	30%

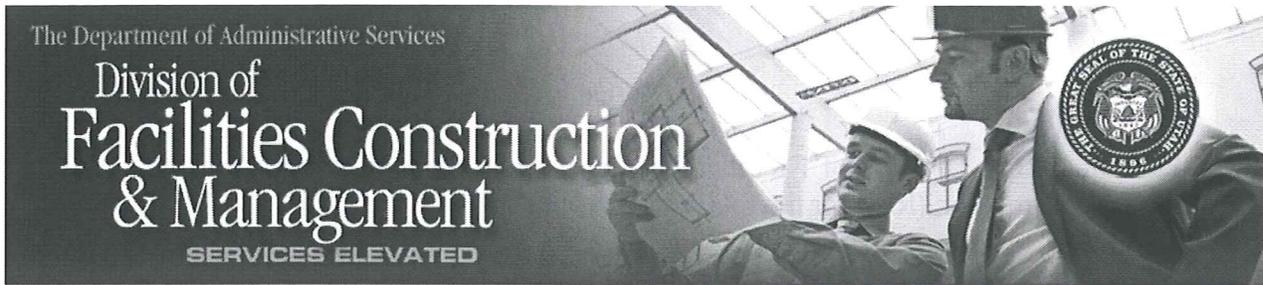
Note: Assumes all bed are filled to 95% capacity

Table S.2. Cost of 10,000 Beds As a Three Site Scenario

Location	Beds	Cost
Draper	4,000	\$4,685,881
Rush Valley	6,000	\$6,177,819
<b>Total</b>	<b>10,000</b>	<b>\$10,863,700</b>

Note: Assumes all bed are filled to 95% capacity





Sample Draft

# Request for Information

## State of Utah Draper Prison Relocation Project

DFCM Project No. XXXXXX

## Notice

The State of Utah – Division of Facilities Construction and Management (DFCM) is issuing a Request for Information (RFI) for the following project:

### **RFI – Draper Prison Relocation Project**

#### **Project No. XXXXXXXX**

#### **Description:**

DFCM is requesting information concerning the feasibility of relocating the Utah State Prison located in Draper, Utah. Interested firms, developers, consultants and other parties with viable concepts and strategies to relocate the Utah State Draper Prison are encouraged to respond.

If after reviewing the concepts and strategies, the state deems that relocating the Utah State Draper Prison is feasible, a Request for Proposal (RFP) to relocate the Utah State Draper Prison may be issued.

Those interested should obtain a copy of the “Draper Prison Relocation Study” by Wikstrom Economic & Planning Consultants available on DFCM’s Website at:

<http://dfcm.utah.gov/draperprison/index.php>

The RFI documents, including the submittal requirements and schedule, will be available beginning on \_\_\_\_\_ from DFCM at the State Office Building – Room 4110, Salt Lake City, Utah 84114 and on the DFCM website at <http://dfcm.utah.gov> and on BidSync at [www.BidSync.com](http://www.BidSync.com), the state’s electronic bid notification system.

For questions regarding this solicitation, please contact Name of DFCM Project Manager and/or Representative from the Governor’s Office, at (801) 538-XXXX. No others are to be contacted regarding this solicitation.

Submittal dates for concepts, strategies and interviews (if needed) will be listed on the Project Schedule included in the RFI.

The Division of Facilities Construction & Management reserves the right to reject any or all submittals or to waive any formality or technicality in any submittal in the interest of the State.

### **Scope of the Project**

DFCM is requesting information from firms, developers, consultants and other interested parties with concepts and strategies to relocate the Utah State Prison located in Draper, Utah. If a relocation plan is deemed feasible, the state may issue a Request for Proposal (RFP) to relocate the Utah State Draper Prison. Interested parties may provide the state with concepts and strategies that they are willing to make public and available for use by any competitor, pertaining to the feasibility of relocating the Utah State Draper Prison.

Those interested should obtain a copy of the "Draper Prison Relocation Study" by Wikstrom Economic & Planning Consultants available on DFCM's Website at:

<http://dfcm.utah.gov/draperprison/index.php>

### **Responses May Address the Following:**

#### **1. Interest in the project**

- a. The state would like to ascertain the level of interest in this project from firms, developers, consultants and other interested parties.
- b. Parties are not required to disclose any other information beyond having a general interest in this project.

### **Responses to the Following Must be Non-Proprietary**

Notice: Parties may address the following issues with the understanding that any concepts, strategies or other information disclosed by firms, developers, consultants and other interested parties may not be classified as proprietary in nature or protected in any way. Parties are discouraged from disclosing any trade secrets relating to this project. Because an RFP may follow this RFI process, the State has determined that information provided in response to the issues identified below cannot be protected. If an RFP is issued, concepts, strategies and other information addressing the issues below may become part of a publicly issued RFP and shall be freely used by the entity awarded a contract through the RFP process at no cost to the State of Utah. Parties will not be reimbursed for any concepts, strategies or other information disclosed.

#### **2. Experience with similar type projects**

- a. The state is interested in obtaining information and "lessons learned" from entities (public and private) experienced with prison relocation projects.

#### **3. Cost evaluation associated with moving the Draper Prison**

- a. Estimated value of current Draper Prison site;
- b. Market timing – obtaining the greatest value for the state.
  - i. Are current market conditions right for the state to consider relocating the Draper Prison?

#### **4. Possible location of new prison site**

- a. General location of proposed new site;
  - i. Proximity to major cities and highways.
- b. Relocation plan to move inmates
- c. Estimated costs associated with developing a new prison site;
- d. Other information deemed appropriate.

**Responses in Writing**

All responses to this RFI shall be in writing and directed to:

Name of DFCM Project Manager or Representative from Governor's Office  
Division of Facilities Construction and Management  
4110 State Office Building  
Salt Lake City, UT 84114  
E-mail: XXXXXXXXXXXXX  
Facsimile: (801) 538-3267

**Schedule**

RFI Issued  
Pre-Response to RFI Meeting  
Last Date for Questions  
Response to RFI Due  
Evaluation of Responses  
Interviews (If Necessary)

Note that not responding to this RFI will not impact the ability of a firm, developer, consultant or other interested party from responding to an RFP if the state elects to relocate the Draper Prison.