

Utah Department of Corrections
July 31, 2013

Welcome

to the Corrections presentation on **Prison Relocation**



Overview

- Brief History of Corrections in Utah
- Opportunity: Complete Evaluation of Utah's Adult Justice System
- Meeting Future Needs Today: Unmet Needs Today and Needs Across the Horizon
- Utah's Prison System Today: Overview and Unmet Need
- What Can Be Accomplished: With an Updated Facility
- Challenges Requiring Attention: But Can Be Addressed

Brief history of Corrections in Utah

- 1850 Federal Organic Act organizes territory in Utah and includes an appropriation for a territorial prison
- 1853 Site selected for Utah Penitentiary – noted by Governor Brigham Young in an address – as adjacent to the Southeastern limits of Salt Lake City - now known as Sugarhouse (as a sugar beet mill was to be there).
- 1855 Utah Penitentiary (Sugarhouse) ready for occupation. Cost of construction - \$32,000.



Utah Territorial Penitentiary - Sugarhouse

Brief history of Corrections in Utah

- 1871 Utah Penitentiary placed under the jurisdiction of the U.S. Marshall. Warden A.P. Rockwood surrenders the penitentiary to U.S. Marshall Michael Patrick.
- 1896 Utah becomes a state. Utah Penitentiary transfers to state ownership.
 - Average prison population 139
 - Average cost per day 49 cents
 - Total cost for prison operation: \$29,976.95



Brief history of Corrections in Utah

- 1936 Commission on Prison Removal begins a search for an alternative prison location. Salt Lake Valley growth leads to homes and businesses encroaching the Sugarhouse prison.
- 1937 Legislative authority approves construction of a new prison 22 miles south of Salt Lake City. Funding problems, work stoppages, and World War II delays operation to 1951.



Brief history of Corrections in Utah

- 1948 Utah State Prison inmate population: 487.
- 1951 Inmates transferred from Sugarhouse to the Draper prison site



Inmates rolling up for move to Draper



Law enforcement escort for move



Inmates entering Wasatch, first of many housing units at the Draper location

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Opportunity

Complete Evaluation of Utah's Adult Justice System



Adult System in a New Century

- Consideration of developing a new prison facility should include system-wide considerations using evidence-based practices
 - Adult Probation and Parole
 - Caseload size and management based on risk and needs
 - Supportive community-based services, including treatment, housing, offender transportation, employment, medical and mental health, etc.
 - Community-based centers across the state for halfway out and halfway back
 - More robust and meaningful alternative events for violations

Adult System in a New Century

- Updated prison facilities and design that support the needs for
 - Safety and security of staff and inmates
 - Efficient and effective operations
 - Improved service to our community
 - Management of unique populations – sex offenders, mentally ill, females
 - Expanded opportunities for
 - Substance abuse treatment
 - Sex offender treatment
 - Education – high school and post-secondary
 - Employment/vocational training
 - Re-entry services
 - Mental health services



View of a Newer Generation prison configuration

Adult System in a New Century

- Corrections at the State, local, and community level - Ability to re-invent and improve inmate re-entry into the community to improve success
 - Engage resources at the state and local levels to assist in effective integration in the community and improve successful outcomes, including reducing recidivism
 - Housing
 - Job-Market Relevant Employment
 - Access to transportation and identification
 - Social Services – substance abuse and sex offender treatment aftercare
 - Access to benefits where applicable – Social Security, Medicaid, Medicare, mental health services

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Meeting Future Needs Today

Unmet needs today and needs across the horizon



Planning for the Future

- By focusing more broadly on the adult system, the State can improve outcomes – potentially decreasing prison growth and allowing more taxpayer funds to go towards education, highways, etc.
 - More targeted and expanded prison-based services can lead to better outcomes
 - Effective re-entry coordination can impact returns/entry to prison (recidivism)
 - Community-based services and interventions can assist with successful outcomes for probationers and parolees.

Utah Prison Population

Prison Population: 1982 to 2012

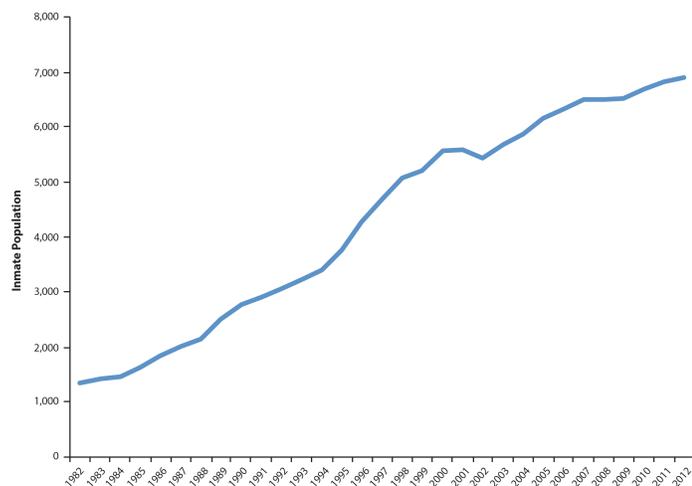
1948 Prison Population: 487

1982 Prison Population: 1,341

2012 Prison Population: 6,893

Change 1948 to 1982: 175.0% (34 years)

Change 1982 to 2012: 414.0% (30 years)



Prison: Admissions & Releases

One element driving prison population growth is admissions.

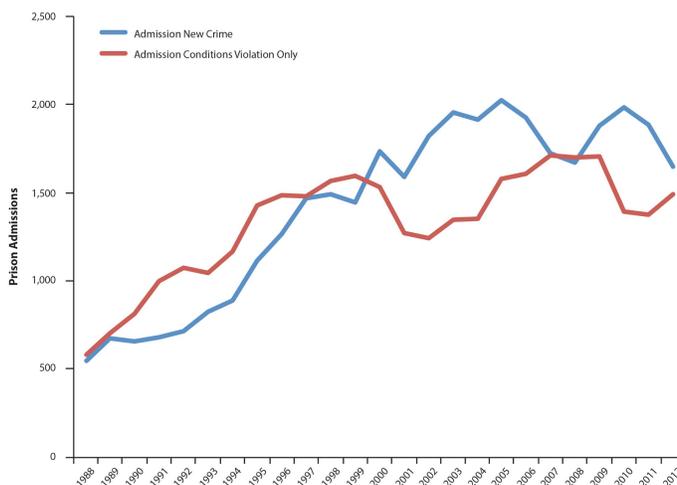
This chart demonstrates that there is nearly an **even split** in admissions for new crimes and for violations of conditions of probation and parole.

In 2012, the department had 3,143 prison admissions. These we divided as follows:

Admission for a New Crime: 1,649 (52.5%)

Admission for Conditions Violation: 1,494 (47.5%)

Prison Admissions - New Crime vs. Conditions Violations: 1988 to 2012



Planning for the Future

- The prison population has increased consistently over the past 30 years.
- Approximately half of prison admissions come from **violations of probation or parole conditions**.
 - Providing improved intervention and services for offenders in the community will impact prison population growth.
 - These interventions and services require a **collaborative effort** by state and local entities, including:
 - **State:** Corrections, Board of Pardons and Parole, Human Services, Health, Workforce Services, and the Courts
 - **Local:** substance abuse authorities, housing, employers, public health entities, law enforcement

Planning for the Future

- A new facility has the potential of impacting inmate growth.
 - **Increased treatment space** and services can increase successes on parole, as well as reduce inmate length of stay in some instances.
 - More **robust treatment of mentally ill offenders**, as well as aftercare in the community can mitigate returns to prison.
 - Expanded **educational space and services** in prison – both high school and post-secondary education – can improve offender success in the community.
 - Non-denominational religious services and necessary space can provide increased opportunities for offender participation.

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Utah's Prison System Today

Overview and Unmet Need



Current Prison Operations

- **Draper**

- South Point: 2,548 Offenders
- North Point: 1,432 Offenders

- **Gunnison**

- Opened 1990
- Bed capacity 1,596
- Newest housing is at this location (Hickory 192-bed, secure-housing unit – operational 2009)

- **Jail Contracting** (Managed by Inmate Placement Program – IPP)

- Contract with 21 of 26 county jails
- 1,700 + inmates located in county jails under contract
- Offenders are screened by Inmate Placement Program (IPP) including medical, crime
- High School Education, life-skills courses and some treatment options

Draper, Utah Prison Site – Overview

Draper Site is actually two sites as follows:

- South Point
- North Point

Approximately 600 acres



Draper, Utah Prison South Point

Wasatch – opened 1951,
general population (921 beds).
Includes A, B, C, D Blocks.
Includes culinary, laundry, UCI,
infirmary, education

Oquirrh – five housing units,
Oquirrh – 1-4 Opened 1987
Oquirrh – 5 Opened 1967
(856 beds) – geriatric and
general population

Uinta – Death row, maximum security
(794 beds)
Uinta 5 R & O Opened 1968
Uinta 1 & 3 Opened 1987
Uinta 2 & 4 Opened 1998

SSD – Opened 1959 – Sex offender treatment
Houses 135



Background on South Point

WASATCH

- Wasatch – opened 1951, general population (921 beds).
Includes A, B, C, D Housing Blocks, culinary, laundry, UCI, infirmary, education, vocational training

OQUIRRH

- Oquirrh – five housing units
- Oquirrh – 1-4 Opened 1987
- Oquirrh – 5 Opened 1967
(856 beds) – geriatric and general population

UINTA

- Uinta – Death row, maximum security (794 beds)
- Uinta 5 Reception and Orientation Opened 1968 – Original maximum security housing for site
- Uinta 1 & 3 Opened 1987
- Uinta 2 & 4 Opened 1998

Special Service Dorm (SSD) Sex Offender Treatment – Opened 1959 – Houses 135

Draper, Utah Prison North Point

- **Olympus** – Opened 1993 – Houses 168 – program for the mentally ill – originally female housing
- **Timpanogos** – Originally opened in 1983 as young adult facility. Department began operation in 1993. Houses-564 Female offenders, substance abuse, education, UCI, post-secondary, culinary
- **Lone Peak** – Opened 2000. Houses-300 minimum security, work program, geriatric
- **Promontory** – Opened 2005. Houses-400 male residential substance abuse program, education & post secondary



Background on North Point

Olympus – Opened 1993-Houses 168 Mentally ill program

Timpanogos – Department began operation in 1993-Houses 564 Female offenders, substance abuse, education, UCI, post-secondary, culinary. Also inpatient mental health services provided for female population.

Lone Peak – Opened 2000-Houses 300 minimum security, work program, geriatric

Promontory – Department operation began 2005-Houses 400 male residential substance abuse program, education & post secondary – originally built 1995, operated as a Private facility until 2001 operational problem and funding shortfall led to state operating the facility.

Support Buildings/Services at Draper

Buildings and Services to Support a Facility of This Size

- Motor Pool
- Mail and Property
- Transportation
- Warehouse – Short on storage space (less able to store frozen goods)
- Records – Currently in a Warehouse
- Wasatch Vocational Training and education modules, Reading for the Blind
- Armory – Currently several different armories are needed for safe keeping of weaponry
- SWAT – Dog Kennel
- Warden Administration (Stephen Anderson Building)
- UCI out-buildings
- External security – 9 towers
- Board of Pardons and Parole space
-and more

Infirmary

- Infirmary
 - Medical services / Dental services / Pharmacy
 - Physicians, dentists, mental-health professionals, on-site dialysis, mobile MRI, etc.
 - 20 beds (8 psych cells, 5 medical cells, which can house 12 offenders)
 - Clinic setting with urgent care capabilities
 - Telemedicine
 - Acute Mental health services
 - Transports to University Medical Center

Utah Correctional Industries (UCI)

- UCI – Utah Correctional Industries provides work experience for the inmate population to assist in transition to the community
 - Inmate management
 - Self-funded operation
 - Provide lower-cost products and services for state and local agencies
 - Industries include: furniture, signs, printing, plate plant (opened in 1924), embroidering, Serving Time Café, construction, commissary, asbestos, etc.
 - Buildings in place to facilitate these industries

Sex Offender & Substance Abuse Treatment

- Sex Offender Treatment
 - No Legislative increase in sex offender treatment capacity since 1996
 - Today, over 30% of inmate population are sex offenders
 - Approximately 200 treatment slots – 2,100 sex offenders
 - Only able to treat 10% of sex offenders at a given time
 - Clearly, not all sex offenders will go into treatment immediately, but additional capacity could be put into immediate use
- Substance Abuse Treatment
 - Operate two residential therapeutic communities – ConQuest for male offenders (400 beds) and Ex-Cell for female offenders (144 beds)
 - Compared to untreated substance abusers, ConQuest improved results by 37.3% and Ex-Cell improved results by 40.1%.

Offender Education

- High School Education – 500 inmates received diplomas in 2013
 - South Park Academy provided by Canyons School District
 - High school diplomas – GEDs – Literacy – Adult Basic Education Test
 - Library services (Reading for the Blind)
- Post Secondary Education – Davis Applied Technology College (DATC)
 - Programs offered include
 - Culinary Arts
 - Automotive Technology
 - Industrial Maintenance
 - Machine Tool Technology
 - Welding
 - Office Technology & Systems

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What Can Be Accomplished

With an Updated Facility



Infirmary

- Medical Services
 - Sufficient space for adequate services
 - Updated technology (medical equipment / telemedicine)
 - Sufficient holding cells
 - Appropriate space for medical providers
 - Larger facility for dental services
 - Optimal staffing for medical and mental health services
 - Quarantine space
- Mental Health Services
 - Appropriate housing/services for male & female mentally-ill population
 - Medical administration located in the infirmary

Utah Correctional Industries (UCI)

- Space designed for the type of work being done (rather than simply fitting into what we currently have)
 - Better security within UCI areas
 - Updated equipment for some industries
 - New technologies can save on utilities
 - Increased industries to allow inmates to experience market-relevant employment
 - Closer proximity to housing units most likely to engage in employment
 - On the job training opportunities after completing vocational training
 - Employment center

Sex Offender Treatment

- Increased space to provide more treatment opportunities
- Sufficient staff to allow for increased treatment, including increasing internship opportunities with local universities
- Segregated housing for sex offender population – including segregation within sex offender housing for certain sex crimes
- Separate visiting for family reunification including treatment providers
- Increased and updated assessment space

Substance Abuse Treatment

- Expanded space for individual and group therapy
- Additional substance abuse therapeutic communities
- Sufficient substance abuse treatment staff
 - Continual care in the community – needed to assist with success on the outside
- Housing that affords security while providing housing that enables a therapeutic community operation
- Possibly combined substance abuse and sex offender treatment for co-occurring disorders
- Ability to test and store urinalysis samples on-site

Offender Education

- High School Education
 - Space located close to the housing units
 - Improved use of technology for remote learning – testing center
 - Complete focus on High School Diploma vs. GED
 - Potentially new relationship with a new school district
 - Concurrent enrollment opportunities – allowing some college-level work

Offender Education

- Post Secondary Education
 - Increased opportunities for certificate-based education
 - Space designed to better meet individual programs
 - Determine if Davis Applied Technology College (DATC) can still maintain program or if a new Applied Technology College (ATC) agreement needed
 - Close proximity to housing unit
 - Develop continual work outside the prison with the ATCs – employment center and on the job training (apprentices programs) – focusing on trades currently in demand
 - Resources for increased funding to maintain and expand certifications

Improved Staff Work Areas

- Lighted space for staff in the housing units (Locker rooms, training space, showers, etc.)
- Sufficient floor space for staff to work in control rooms
 - Appropriate space for SWAT and exercise facilities for staff at site
 - Day care for children of staff
 - Mass transportation opportunities for staff on property
- Better facilities for inmates-Total HVAC-currently do not have

Improved Staff Work Areas

- Construction that places staff inside the units – bring services to inmates rather than take inmates to services
 - Leads to safer and more effective offender management
- Technologies allow for better control of the housing sections
- GPS control/location of staff within the facilities
- Telecommunication for announcements, treatment, education, Board of Pardons, meetings for staff, etc.
- Housing for training service animals within housing units

Housing for Specialized Population

- Female housing
 - Visiting rooms and décor/furniture geared to children and families
- Growing Geriatric/Special Need (developmentally disabled, etc.) Population – increased medical presence (proximity)
- Sex Offenders
- Housing Configuration (Dorms vs. Cells)
- Mentally Ill – appropriate psychotropic and follow through to the community – House separately from general population
- STG (Security Threat Group)-Gang Affiliated - Very hard to manage – Growing population
- Sex Offender Population
- Meeting spaces for allied and private partners to enhance inmate transition service opportunities

Access to Next Generation Facilities



Current Wasatch Facility

Example of Next Generation Facilities



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Challenges Requiring Attention

But Can Be Addressed



Location Issues

- **Staffing:** Must be sufficient population to draw from in order to operate a prison facility. This includes:
 - Certified Correctional Officers/Professionals
 - Treatment Professionals on Staff or Ability to Contract for Some Services
 - Medical, Dental and Mental Health Professionals
 - Maintenance trades (e.g. HVAC, plumbing, electrical, etc.)
 - Clerical Support staff
 - Residential parole officers – Parole officers in the prison to assist in transition
- **Visitation:** The ability of inmates to have visits from friends and family members This assists in general offender management and success. Commonly, family members want to be able to see the incarcerated.
 - Technologies available today provide remote visitation opportunities

Location Issues

- **Volunteers:** Location of a facility can have an impact on the ability to get a sufficient number of volunteers to provide services to inmates and maintain current programs for inmates. Volunteers provide an invaluable service to the department and the state.
 - Department currently has approximately **1,200 Volunteers** at the Draper site. The provide valuable opportunities for offenders such as:
 - Religious services and counsel
 - Ancestry research
 - Literacy, education, and life skill
 - Student interns (bachelor or above) for education
 - Student interns (master-level or higher) for treatment
 - Peer mentors for transition
 - Allied and private partners (parole preparation)

Location Issues

- **Transportation:** Location and distance to services impacts transportation needs. The department's transportation officers are responsible for transporting inmates for:
 - Medical care
 - Court hearings
 - Board of Pardons and Parole Hearings
- **Hundreds** of inmates are transported every week. The distance traveled has a tremendous financial and public safety cost.
 - If the location is close to a major medical center that will accept inmate patients, the transportation issue can be mitigated.
 - If more courts are willing to conduct video hearings where possible, less transportation will be needed.

Technology Can Assist

- Telemedicine suite for remote medical consultation and treatment
- Staff technology – touch screens, GPS on officers, better control of housing facilities
- Video visitation
- Redundant security systems
- Video hearings with Court, Board and Hospital
- Video announcements/updates for inmates throughout facility
- Video learning – long-distance learning
- Possibly inmate access to MP3s, e-mail, e-books, kiosks
- Computer access for offenders to for education, treatment, and employment

Dedicated Transition Team

- If a move of the Draper site is approved, the department will need a team dedicated to make the move successful.
 - Transition cannot be a part-time responsibility for a handful of staff – it needs to be a full-time responsibility for identified staff and leaders.
 - During transition, it is crucial to maintain focus on current operations.
 - Staff working at the Draper site will need to maintain strong and productive operation of the site until transition is complete.
 - Staff working in other areas of the department (Programming, IPP, Adult Probation and Parole) cannot lose focus.
 - Leadership and staff have to maintain effective operations during a time that can be disruptive and during a major change that can receive all attention.

Department Administration Facility

- The central administration building for the department is in close proximity to the primary prison site.
- There needs to be consideration related to the merits of this physical proximity and whether administrative functions should also be in proximity to a new location.
- Services at the Current Administration Building include:
 - Division leadership of DIO, IPP, AP&P, and Programming
 - Executive Staff and corollary functions (PIO, Planning and Research, etc.)
 - Administrative Services – Records requests, facilities, Finance
 - Training facilities
 - Law Enforcement Bureau and Internal Audit
 - Satellite staff from Department of Technology Services and Human Resource Management

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Questions & Answers

