



# Utah Association of Counties

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## Assessment of Utah Jail Facilities and State Inmate Contracts

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## Assessment of Utah Jail Facilities and State Inmate Contracts

### Introduction

The State of Utah has historically contracted with counties throughout the State to house a portion of its inmates in county jails. This arrangement has benefitted both the State, which does not have sufficient capacity to house all of its inmates, as well as the counties who are paid a daily reimbursement rate for these services. Contracting with the counties has also created additional jobs in rural areas of the State of Utah.

Many counties have built jail facilities that are larger than needed in order to meet the needs of the State for contracting for inmates. Because of this arrangement, many of these counties have outstanding debt on their facilities and rely on the contract revenues from the State in order to meet their outstanding debt obligations.

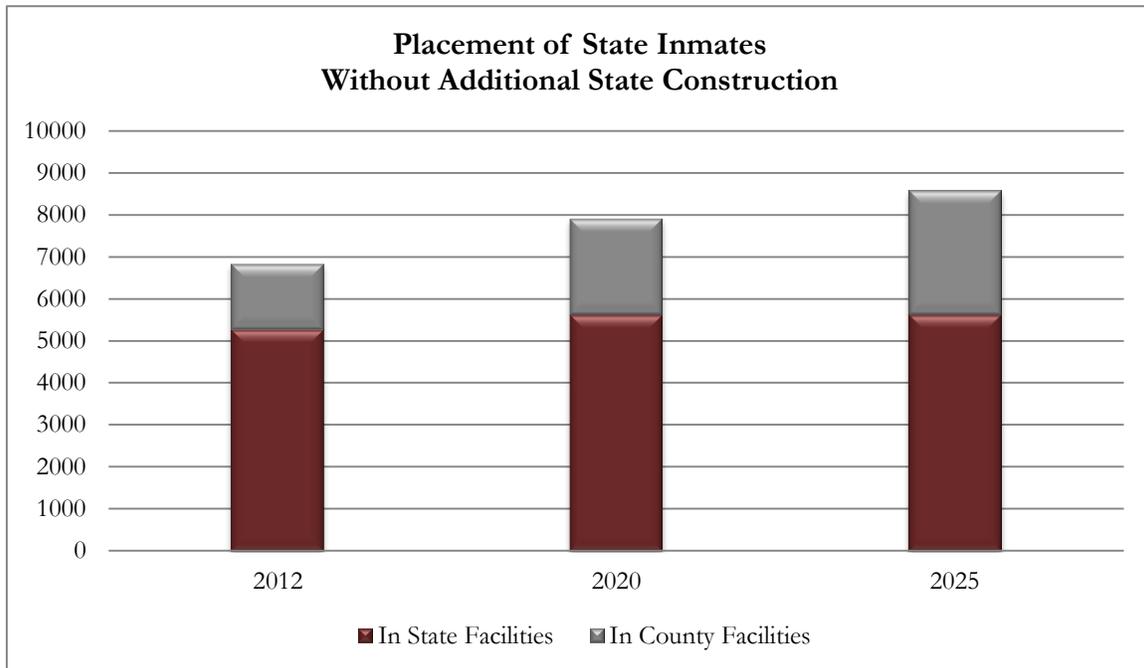
In 2012, the State of Utah had 6,832 inmates. Of these inmates, the State contracted with various counties for 1,560 beds, or approximately 23 percent of the total State inmates in that year. The State provided beds for the remaining 5,272 inmates. With 5,627 prison beds available at State sites (Draper and Gunnison), the State was at 94 percent of capacity, with an excess capacity of only 355 beds. Because of this lack of capacity, the State is reliant on the counties to house a portion of its inmates.

By utilizing county jails, the State has been able to avoid building additional state-owned prisons or expanding existing prisons. However, both State prison and county jail facilities will reach capacity within the next few years, requiring the construction of additional inmate beds. This study evaluates the future demand for beds, as well as alternative scenarios for meeting the increased demand. This study analyzes future demand and is based on scenarios that include: 1) State construction of additional prison beds; and 2) no State construction of expanded facilities, thereby requiring increased contracting with the counties to accommodate future demand. If it becomes necessary for the counties to build additional beds in order to house State inmates, various factors for determining the location of additional jail beds are discussed.

## Executive Summary

### State Prison Bed Supply and Demand

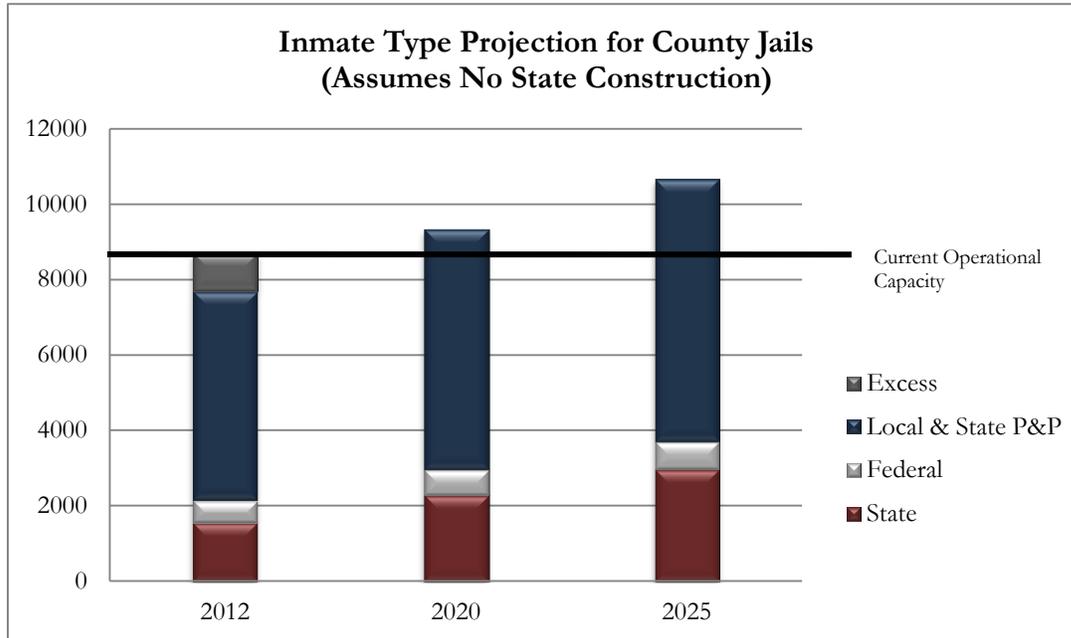
The State has a total of 5,627 prison beds at two sites – Draper and Gunnison. The State of Utah currently contracts with county jails to house approximately 23 percent of State inmates. In 2012, county jails housed 1,560 of the 6,832 total State inmates, while the State housed the remaining 5,272 inmates. The State’s current excess capacity of only 355 beds will be absorbed within the next few years, given growth projections showing demand of 134 beds per year.



Future growth of the State inmate population can either be accommodated through expansion of State facilities or through increased levels of contracting with the counties. As of 2012, 26 of the 29 counties in Utah have jail facilities, with many of them contracting with the State for inmates. County jail facilities are paid based on the State reimbursement rate per inmate which, in 2012, was \$50.70 per day for jail beds dedicated to inmate treatment programs and \$46.85 per day for jail beds not dedicated to treatment programs.

### County Jail Facilities

As of 2012, the county jails had a combined total of 9,434 beds, with an operational capacity of 8,712 beds. In 2012, the counties had an average occupancy of 7,686 beds, leaving an estimated excess capacity of 1,026 beds. Demand for beds in the counties comes from several sources, in addition to contracting for State inmates. These other sources include federal inmates, State probation and parole inmates, and local inmates (pre-sentencing and all other misdemeanors). While the counties currently (2012) have excess capacity of 1,026 beds to serve increased demand, they will be at full capacity by 2018. Therefore, either the State or the counties need to construct additional beds in order to serve future demand. These two scenarios are analyzed in the following sections.



**State Construction of Additional Prison Beds**

If the State constructs additional prison beds, the State estimates costs of \$131,198 per bed. Assuming that the State issues a bond to pay for additional facilities, including issuance costs of 1.25 percent, a term of 25 years and an interest rate of 2.5 percent, results in an annual payment of \$7,209.90 per bed, or \$19.75 per bed per day. This capital cost is in addition to the daily operating per bed costs of the prison. The State could choose to issue the bond for a much shorter period of time (and it frequently uses a shorter term on its bonds), but payments would increase in the short term (as principal is paid down more quickly), although interest payments would be less overall.

If the State chooses to expand to meet its future increased growth only, it will need to construct an estimated 611 beds by 2020 and 1,281 beds by 2025. This assumes that the counties will continue to house approximately 23 percent of State inmates through 2015 (during the construction period for the State) and that the counties will then maintain their 2015 State contracting levels into the future (estimated at 1,666 county contracts for State inmate beds by 2015).

If, however, the State chooses to expand its facilities to include not only future growth, but also to recapture some of the prison beds for which it now contracts with the counties, this will place some counties in a difficult situation. Several counties have outstanding debt on their facilities and rely on the State’s inmate programs to make these payments. Any reduction in current levels of contracts for State inmates would result in a loss of budgeted revenue for the counties.

**No State Construction of Additional Beds – County Construction of Additional Facilities**

If the State does not construct any additional prison beds, then the counties will need to build between 583 and 619 beds by 2020 (depending on the rate of future growth), and between 1,940 and 1,959 beds (roughly 1,950 beds by 2025), in order to meet demand from all sources (state, federal and local). The 583 to 619 new beds, plus the existing 1,026 beds of excess capacity, equal the growth in demand of 1,609 to 1,646 beds by 2020. The estimated 1,950 new beds by 2025, plus the

existing excess capacity of 1,026 beds, equals the total growth in prison beds of approximately 2,976 beds at that time.

As stated, by 2025, the counties will need to construct an estimated 1,950 beds, and fill their existing excess capacity of 1,026 beds, in order to meet the total increased demand. Future local growth and federal growth has been projected based on an average annual growth rate of 1.78 percent per year, similar to the Statewide population growth rate. Future State inmate growth has been estimated based on an average of 134 beds per year.

If new facilities are to be constructed by the counties, where will these facilities be located? Each county will need to determine its own local needs first, as well as local community desires and political will to house State inmates. This report discusses several other factors that may be considered in county expansion of jail facilities: origination of State inmates, future population growth in the local area, ratio of total inmates and State inmates to local population and availability of treatment programs.

## Evaluation of State Inmate Beds – Supply and Demand

### Supply - State of Utah Inmate Beds

The State of Utah has inmate beds in two State facilities: Draper Prison (4,006 beds) and Gunnison Prison (1,621 beds) for a total of 5,627 State-owned inmate beds. In addition, the State contracts with counties throughout the State of Utah to house inmates.

### Demand - State Inmate Beds

#### *Historic Demand*

Total demand from the State of Utah for inmate beds<sup>1</sup> has grown from 5,981 beds in 2005 to 6,832 beds in 2012 – a total increase of 851 beds since 2005. This represents an average growth of 122 beds per year, and an average annual growth rate of 1.92 percent.

**Table 1: Total State Inmates – State and Contract County Jail, 2005 - 2012**

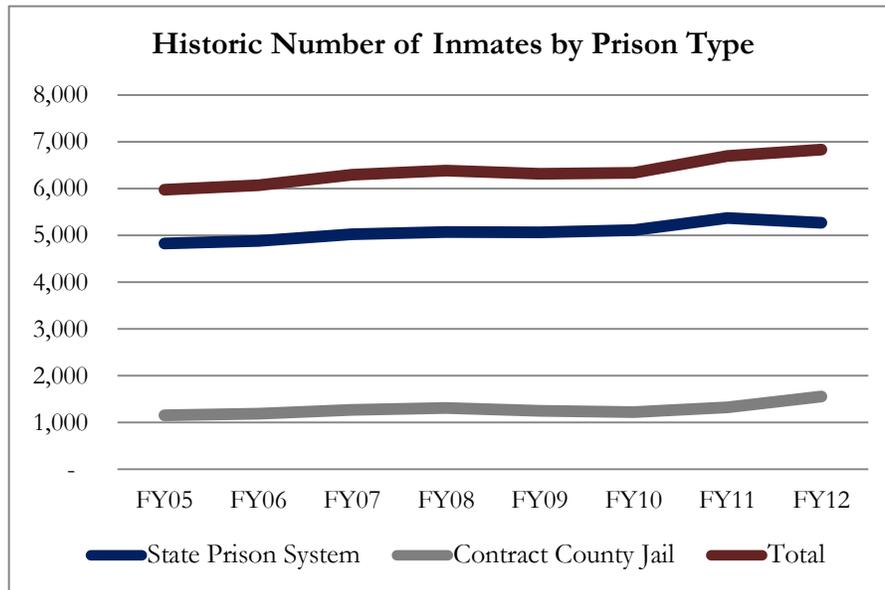
	2005	2006	2007	2008	2009	2010	2011	2012
State Prison System	4,827	4,883	5,026	5,076	5,067	5,113	5,373	5,272
Contract County Jail	1,154	1,189	1,274	1,312	1,254	1,224	1,326	1,560
<b>Total</b>	<b>5,981</b>	<b>6,072</b>	<b>6,300</b>	<b>6,388</b>	<b>6,321</b>	<b>6,337</b>	<b>6,699</b>	<b>6,832</b>

Growth has been especially strong in recent years, with demand for an additional 495 beds between 2010 and 2012 (average annual growth rate of 3.83 percent). More of the recent demand has been met by the counties which accommodated 336 increased beds over the past two years, or 68 percent of the total new growth over the same time period. In fact, the number of inmates in State prison facilities actually decreased between 2011 and 2012, while the number in county jails increased. The percentage of State inmates in county jails has gradually increased over time, from approximately 19 percent of all State inmates in 2005 to nearly 23 percent of all State inmates in 2012.

**Table 2: Total Inmates – Percentage in Contract County Jail, 2005 - 2012**

	2005	2006	2007	2008	2009	2010	2011	2012
State Prison System	4,827	4,883	5,026	5,076	5,067	5,113	5,373	5,272
Contract County Jail	1,154	1,189	1,274	1,312	1,254	1,224	1,326	1,560
Total	5,981	6,072	6,300	6,388	6,321	6,337	6,699	6,832
<b>% in Contract County Jail</b>	<b>19.3%</b>	<b>19.6%</b>	<b>20.2%</b>	<b>20.5%</b>	<b>19.8%</b>	<b>19.3%</b>	<b>19.8%</b>	<b>22.8%</b>

<sup>1</sup> Includes “state inmate” demand only; does not include “state parole” or “state probationary” inmates.



**Projected Demand**

The 2012 demand was for 6,832 State inmate beds. Currently, the total number of State beds is 5,627, with 5,272 of them filled (94 percent), on average, at the State facilities and 1,560 State inmates placed in county jail facilities. This means that there is an excess capacity of 355 beds at State facilities.

Future growth of State inmates has been made based on two scenarios: 1) growth of 134 beds per year, which results in an average annual growth rate of 1.76 percent between 2012 and 2025; and 2) growth at an average annual rate of 1.78 percent (same as the projected population growth statewide), which results in an increase of between 122 and 150 beds per year between 2012 and 2025, with demand increasing over time. The *average* number of beds per year over this time period is 135.

**Scenario 1 – Growth of 134 Beds per Year.** With projected growth of 134 beds per year,<sup>2</sup> the existing excess capacity of 355 beds at State facilities will be consumed by 2016 -- assuming that the counties continue to house roughly 23 percent of the State’s inmate population.

The future growth projection of 134 beds per year reflects an average annual growth rate of 1.84 percent from 2012 to 2020 (or an average annual growth rate of 1.76 percent from 2012 to 2025). This is similar to the projected population growth rate statewide for the decade from 2010 to 2020 which is projected at 1.78 percent.<sup>3</sup> Statewide, the average annual projected growth rate from 2020 to 2030 is 1.70 percent.

Therefore, assuming no new construction by the State and that the counties continue to house 23 percent of the State inmate population, the State facilities will be at full capacity within

<sup>2</sup> Source: Utah State Office of Corrections  
<sup>3</sup> Utah Governor’s Office of Planning and Budget

approximately three years. Table 3 demonstrates how the counties will then have additional demand placed on them, at that time, in order to meet the State's needs. While the counties currently accommodate approximately 23 percent of State inmates, this percentage will increase to 29 percent by 2020, and will require the counties to contract for an additional 717 beds<sup>4</sup> (not including increased local and federal demand for jail facilities) for State inmates at that time. The additional 717 beds, plus the existing contracts for 1,560 State inmates reflect the total 2,277 State inmates that will need to be housed in county facilities by 2020.

**Table 3: Projected State Inmates in State and County Jails, 2012 - 2020 with No State Construction**

	2012	2013	2014	2015	2016	2017	2018	2019	2020
State Prison System	5,272	5,372	5,464	5,568	5,627	5,627	5,627	5,627	5,627
Contract County Jail	1,560	1,594	1,636	1,666	1,741	1,875	2,009	2,143	2,277
<b>Total</b>	<b>6,832</b>	<b>6,966</b>	<b>7,100</b>	<b>7,234</b>	<b>7,368</b>	<b>7,502</b>	<b>7,636</b>	<b>7,770</b>	<b>7,904</b>
<b>County as % of Total</b>	22.83%	22.9%	23.0%	23.0%	23.6%	25.0%	26.3%	27.6%	28.8%

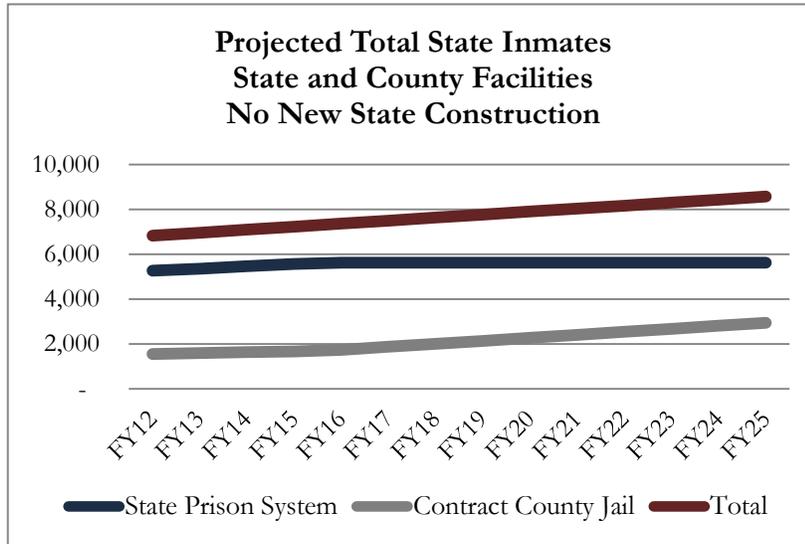
If no new State facilities are constructed by 2025, the State will then need the counties to contract for 2,947 inmates – an increase of 1,387 beds<sup>5</sup> over the 1,560 State inmates currently housed at county jail facilities.

**Table 4: Projected State Inmates in State and County Jails, 2012 - 2025 – No State Construction**

	2012	2020	2021	2022	2023	2024	2025
State Prison System	5,272	5,627	5,627	5,627	5,627	5,627	5,627
Contract County Jail	1,560	2,277	2,411	2,545	2,679	2,813	2,947
<b>Total</b>	<b>6,832</b>	<b>7,904</b>	<b>8,038</b>	<b>8,172</b>	<b>8,306</b>	<b>8,440</b>	<b>8,574</b>

<sup>4</sup> Calculated by subtracting the current county beds used to house State inmates (1,560) from the projected demand on the counties for State inmates in 2020 (2,277 beds).

<sup>5</sup> Calculated by subtracting the current county beds used to house State inmates (1,560) from the projected demand on the counties for State inmates in 2025 (2,947 beds).



**Scenario 2 – Growth Rate of 1.78% per Year.** An alternative growth scenario that projects State demand for prison beds growing at an average rate of 1.78 percent each year from 2012 to 2025 (rather 134 beds each year, resulting in an overall average annual growth rate of 1.76 percent through 2025) is shown below. The difference in this scenario is that rather than adding a constant number of beds each year (134), fewer beds are added in earlier years, with more beds added in later years. Under this scenario, the State will need an additional 122 beds in 2013, increasing gradually to 138 beds in 2020 and 150 beds in 2025. The total number of beds needed by 2025 is slightly higher under this scenario because of the higher overall growth rate of 1.78 percent rather than 1.76 percent.

**Table 5: Alternative Scenario of State Inmate Growth Projections, 2012 - 2020**

	2012	2013	2014	2015	2016	2017	2018	2019	2020
Revised Bed Demand	6,832	6,954	7,077	7,203	7,332	7,462	7,595	7,730	7,868
Growth in Beds		122	124	126	128	131	133	135	138

**Table 6: Alternative Scenario of State Inmate Growth Projections, 2020 - 2025**

	2020	2021	2022	2023	2024	2025
Revised Bed Demand	7,868	8,008	8,150	8,295	8,443	8,593
Growth in Beds		138	140	143	145	148

## Evaluation of County Inmate Beds – Supply and Demand

### Supply - County Inmate Beds

Only three counties in Utah do not have jail facilities – Morgan, Piute and Wayne. The remaining 26 of the 29 counties in the State had a total of 9,254 beds,<sup>6</sup> with an operational capacity of 8,299 beds<sup>7</sup> as of year-end 2011. During 2012, and since the initial jail survey conducted by the Utah Association of Counties to gather 2011 data, the Kane County facility has expanded, bringing the total number of jail beds to 9,434, with an operational capacity of 8,473 beds. In addition, Uintah County has 239 additional beds that have been temporarily shut down due to lack of demand. When these beds are added back into the total operational capacity, the capacity reaches 8,712 beds.

Generally, as the last two columns of table 7 demonstrate, there is some correlation between the percentage of prisoner beds located in a county and that county's percentage of total State population. However, this is not entirely the case. While a portion of local jail demand comes from local sources (which generally relates to the size of the local population), many jail facilities throughout the State were built significantly larger than their local populations would require in order to house State inmates.

**Table 7: Population and Bed Capacity by County**

Counties	Population 2012	Total Capacity – Beds	Operational Capacity - Beds	Percent of State Population	Percent of Operational Beds
Beaver	7,036	400	400	0.2%	4.6%
Box Elder	50,984	168	140	1.8%	1.6%
Cache	117,994	370	304	4.1%	3.5%
Carbon	21,530	100	84	0.8%	1.0%
Daggett	1,103	86	80	0.0%	0.9%
Davis	316,446	800	775	11.0%	8.9%
Duchesne	19,245	177	162	0.7%	1.9%
Garfield	5,192	110	110	0.2%	1.3%
Grand	9,406	62	62	0.3%	0.7%
Iron	48,107	333	212	1.7%	2.4%
Juab	10,573	63	63	0.4%	0.7%
Kane	7,330	200	192	0.3%	2.2%
Millard	12,607	107	90	0.4%	1.0%
Rich	2,301	7	7	0.1%	0.1%
Salt Lake County	1,060,985	2,272	2,272	37.0%	26.1%
San Juan	14,932	116	90	0.5%	1.0%

<sup>6</sup> Does not include Emery County, which did not participate in the survey, and which does not house State inmates.

<sup>7</sup> Occupational capacity is less than total bed count because some beds must be used as holding cells and for other more temporary uses than the housing of inmates. These numbers are as reported by each of the individual counties in a jail survey conducted by the Utah Association of Counties in the summer of 2012 and reflect numbers for 2011.

Counties	Population 2012	Total Capacity – Beds	Operational Capacity - Beds	Percent of State Population	Percent of Operational Beds
Sanpete	28,553	128	128	1.0%	1.5%
Sevier	21,100	146	146	0.7%	1.7%
Summit	61,105	100	88	2.1%	1.0%
Tooele	61,105	277	264	2.1%	3.0%
Uintah	33,519	384	384	1.2%	4.4%
Utah	545,903	1,221	1,038	19.1%	11.9%
Wasatch	25,187	104	88	0.9%	1.0%
Washington	146,067	517	465	5.1%	5.3%
Weber	237,000	1,186	1,068	8.3%	12.3%
<b>Total</b>	<b>2,865,310</b>	<b>9,434</b>	<b>8,712</b>	<b>100.0%</b>	<b>100.0%</b>

Table 8 shows county jail facilities listed by size of facility. Not surprisingly, the five largest facilities are located in the five largest counties in the State of Utah. However, the Beaver County jail, built mainly to service State inmates, is the 6<sup>th</sup> largest facility in the State.

**Table 8: Counties with Jail Facilities – Beds as a Percent of Total Facilities**

Counties with Jail Facilities	Total Operational - Beds	Percent of Total Facilities	Cumulative Total
Salt Lake County	2,272	26.1%	26.1%
Weber	1,068	12.3%	38.3%
Utah	1,038	11.9%	50.3%
Davis	775	8.9%	59.1%
Washington	465	5.3%	64.5%
Beaver	400	4.6%	69.1%
Uintah	384	4.4%	73.5%
Cache	304	3.5%	77.0%
Tooele	264	3.0%	80.0%
Iron	212	2.4%	82.4%
Kane	192	2.2%	84.6%
Duchesne	162	1.9%	86.5%
Sevier	146	1.7%	88.2%
Box Elder	140	1.6%	89.8%
Sanpete	128	1.5%	91.3%
Garfield	110	1.3%	92.5%
Millard	90	1.0%	93.5%
San Juan	90	1.0%	94.6%
Summit	88	1.0%	95.6%
Wasatch	88	1.0%	96.6%

Counties with Jail Facilities	Total Operational - Beds	Percent of Total Facilities	Cumulative Total
Carbon	84	1.0%	97.6%
Daggett	80	0.9%	98.5%
Juab	63	0.7%	99.2%
Grand	62	0.7%	99.9%
Rich	7	0.1%	100.0%

There is a wide variation in the size of jail facilities, with three facilities having more than 1,000 beds (Salt Lake, Weber and Utah), and one facility (Rich) with only seven beds.

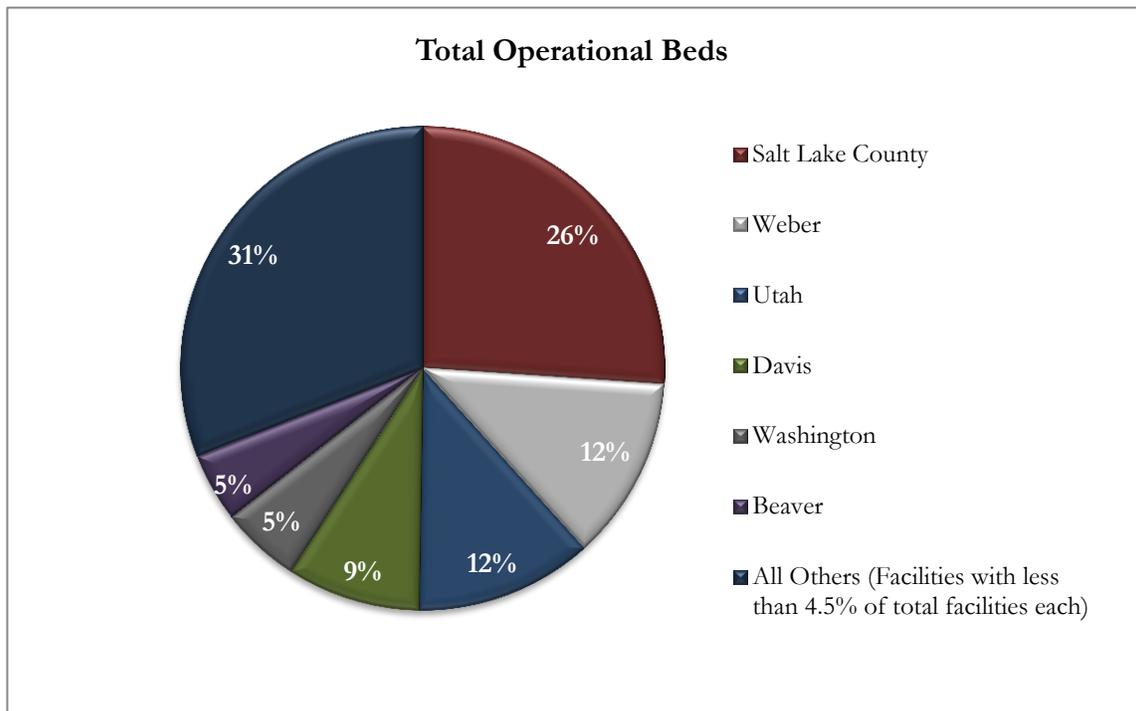
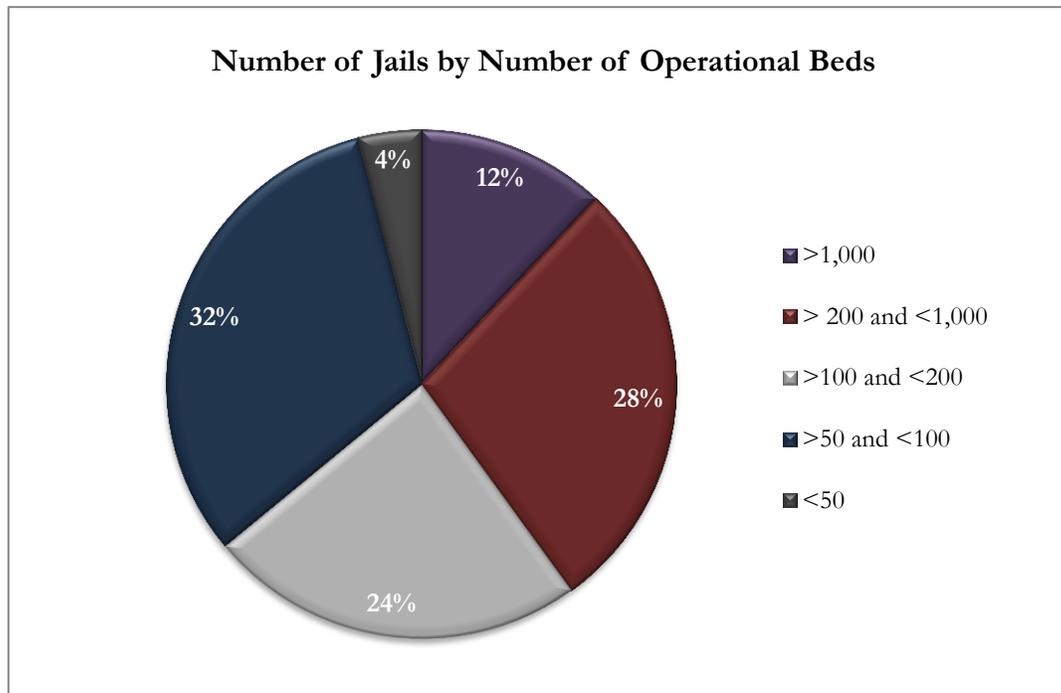


Table 9: Number of Jails by Number of Operational Beds

Number of Beds	Number of County Jails in Category
>1,000	3
>200 and <1,000	7
>100 and <200	6
>50 and <100	8
<50	1



## Demand - County Inmate Beds

### *Historic Demand*

In order to evaluate historic, current and projected demand at County jails, two surveys were conducted. The first survey was conducted in summer 2012, before the timeframe of this study. That survey identified total capacity and occupancy levels, but did not differentiate between the types of inmates held at the jails – local, state or federal. For this reason, a second survey was conducted in late 2012 that provided more detailed information regarding inmates so that the number of beds available in the future for State usage could be evaluated.

### *Current Demand*

Based on the surveys conducted with the counties, there were 9,254 county jail beds in 2011, with operational capacity of 8,538 beds. The overall occupancy rate in 2011 was 86 percent; however, occupancy rates ranged between 194 percent (Kane County before it expanded its facilities) and 29 percent in Rich County (which only has seven beds and an average of two of them are filled on any given night).<sup>8</sup> Noticeably low occupancy rates in other counties include: Grand (54%); Juab (52%); Tooele (38%); Uintah (32%); and Rich (29%). and Tooele (38%). With outstanding debt on many of these facilities, there is a need for them to house either State inmates, State probation & parole prisoners, or federal prisoners – all of which pay reimbursement rates to the counties. Note that the counties have no control over accepting state probation & parole prisoners (state prisoners who are sentenced to county jails for up to one year as a condition of their probation).

<sup>8</sup> Kane County indicated it had an extreme crowding situation before its expansion.

Table 10: Capacity and Occupancy of Beds by County

Counties	Total Capacity	Operational Capacity	Avg Beds Occupied per Year 2011	Avg # of Beds Available	Occupancy as % of Operational Capacity
Beaver	400	400	385	15	96%
Box Elder	168	140	118	22	84%
Cache	370	304	286	18	94%
Carbon	100	84	80	4	95%
Daggett	86	80	70	10	88%
Davis	800	775	745	30	96%
Duchesne	177	162	176	(14)	109%
Garfield	110	110	100	10	91%
Grand	62	62	34	28	54%
Iron	333	212	148	64	70%
Juab	63	63	33	30	52%
Kane	20	18	35	(17)	194%
Millard	107	90	69	21	77%
Rich	7	7	2	5	29%
Salt Lake County	2,272	2,272	2,153	119	95%
San Juan	116	90	90	-	100%
Sanpete	128	128	90	38	70%
Sevier	146	146	120	26	82%
Summit	100	88	68	20	77%
Tooele	277	264	99	165	38%
Uintah	384	384	121	263	32%
Utah	1,221	1,038	810	228	78%
Wasatch	104	88	76	12	86%
Washington	517	465	468	(3)	101%
Weber	1,186	1,068	969	99	91%
<b>Total</b>	<b>9,254</b>	<b>8,538</b>	<b>7,345</b>	<b>1,193</b>	<b>86%</b>

The above table does not include the Kane County expansion.

The following table shows demand at the county jails from highest percentages of occupancy to lowest percentages. Kane County has recently expanded to 200 beds (since the time of the first survey), thus alleviating the extreme demand pressures there. With the addition of the beds in Kane County, total county beds will reach 9,434, with an operational capacity of 8,712 beds. Table 11 shows the entire operational capacity at Uintah, but does not include the expanded capacity in Kane County, as it was not available at the time that the 2011 survey, reflected in Table 11, was conducted.

Table 11: Capacity and Occupancy of Beds by County – Sorted by Occupancy as Percentage

Counties	Total Capacity	Operational Capacity	Avg Beds per Year 2011	Avg # of Beds Available	Occupancy as % of Op. Capacity
Kane	20	18	35	(17)	194%
Duchesne	177	162	176	(14)	109%
Washington	517	465	468	(3)	101%
San Juan	116	90	90	0	100%
Beaver	400	400	385	15	96%
Davis	800	775	745	30	96%
Carbon	100	84	80	4	95%
Salt Lake County	2,272	2,272	2,153	119	95%
Cache	370	304	286	18	94%
Garfield	110	110	100	10	91%
Weber	1,186	1,068	969	99	91%
Daggett	86	80	70	10	88%
Wasatch	104	88	76	12	86%
Box Elder	168	140	118	22	84%
Sevier	146	146	120	26	82%
Utah	1,221	1,038	810	228	78%
Summit	100	88	68	20	77%
Millard	107	90	69	21	77%
Sanpete	128	128	90	38	70%
Iron	333	212	148	64	70%
Grand	62	62	34	28	54%
Juab	63	63	33	30	52%
Tooele	277	264	99	165	38%
Uintah	384	384	121	263	32%
Rich	7	7	2	5	29%
TOTAL	9,254	8,538	7,345	1,193	86%

\*The Kane County expansion in 2012 brings the beds 8,712 operational capacity.

### ***Projected Demand***

The second survey asked the counties to identify demand based on the following components:

- Local Demand
  - Pre-sentencing
  - All other misdemeanors
- State Demand
  - Probation and parole
  - Contracting
- Federal Demand

Based on the input provided by the various counties, State input regarding State inmates, and the Statewide projected population growth rate, future demand has been evaluated based on the following three scenarios:

**Table 12: County Jails Growth Projection Scenarios**

Scenario	State Inmates	Local, Federal & State P&P
#1	134 beds per year	1.78% per year
#2	1.78% growth rate per year	1.78% per year
#3	Individual county jail projections	Individual county jail projections

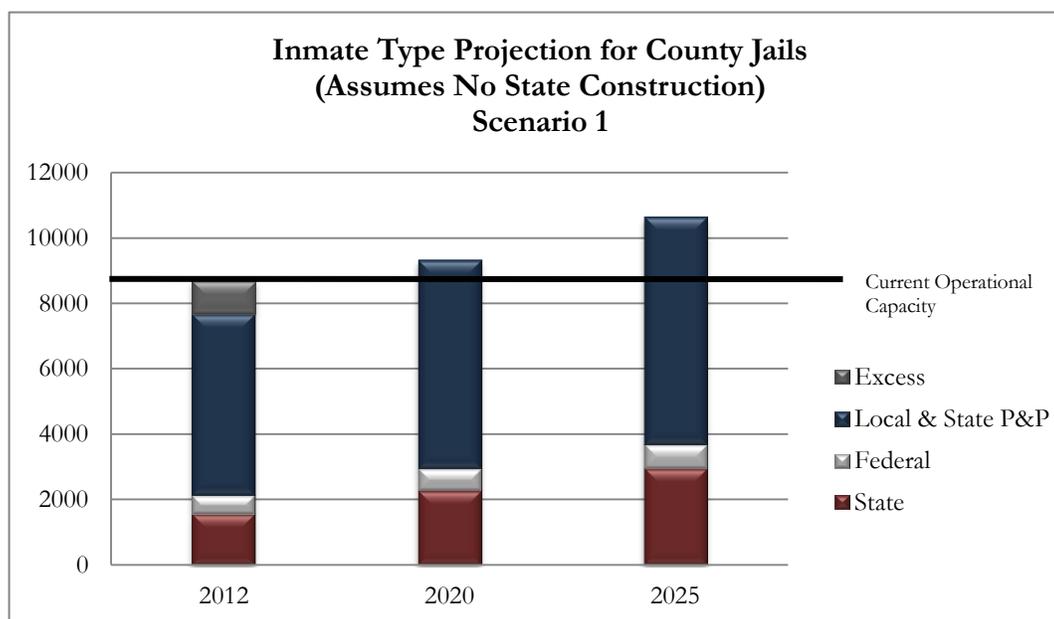
**Scenario 1.** Based on Scenario 1, the counties will have an estimated total demand of 9,331 inmates by 2020 and 10,652 inmates by 2025. With a current operational capacity of 8,712 beds, the counties will need to construct an additional 619 beds ( $9,331 - 8,712 = 619$ ) by 2020 and 1,940 beds by 2025 if the State does not expand its existing facilities ( $10,652 - 8,712 = 1,940$ ). Under this scenario, the counties will reach full capacity by 2018.

**Table 13: Scenario 1: Growth Projections for County Jails: 2012 – 2020**

County Projections	2012	2013	2014	2015	2016	2017	2018	2019	2020
State Inmates	1,560	1,594	1,636	1,666	1,741	1,875	2,009	2,143	2,277
Federal Inmates	598	609	620	631	642	653	665	677	689
Local and State P&P	5,528	5,626	5,726	5,828	5,932	6,038	6,145	6,254	6,366
<b>Total</b>	<b>7,686</b>	<b>7,829</b>	<b>7,982</b>	<b>8,124</b>	<b>8,315</b>	<b>8,566</b>	<b>8,819</b>	<b>9,074</b>	<b>9,331</b>

**Table 14: Scenario 1: Growth Projections for County Jails: 2020 – 2025**

County Projections	2020	2021	2022	2023	2024	2025
State Inmates	2,277	2,411	2,545	2,679	2,813	2,947
Federal Inmates	689	701	713	726	739	752
Local and State P&P Inmates	6,366	6,479	6,594	6,712	6,831	6,953
<b>Total</b>	<b>9,331</b>	<b>9,591</b>	<b>9,853</b>	<b>10,117</b>	<b>10,383</b>	<b>10,652</b>



**Scenario 2.** Based on Scenario 2, the counties will have an estimated total demand of 9,295 inmates by 2020 and 10,671 inmates by 2025. With a current operational capacity of 8,712 beds, the counties will need to construct an additional 583 beds ( $9,295 - 8,712 = 474$ ) by 2020 and 1,959 beds by 2025 if the State does not expand its existing facilities ( $10,671 - 8,712 = 1,959$ ). While Scenario 2 reaches a similar inmate population by 2025 as scenario 1, it shows somewhat slower growth by 2020, but with growth catching up by 2025. Under this scenario, the counties will reach their full capacity by 2018.

**Table 15: Scenario 2: Growth Projections for County Jails: 2012 – 2020**

County Projections	2012	2013	2014	2015	2016	2017	2018	2019	2020
State Inmates	1,560	1,591	1,631	1,659	1,705	1,835	1,968	2,103	2,241
Federal Inmates	598	609	620	631	642	653	665	677	689
Local and State P&P	5,528	5,626	5,726	5,828	5,932	6,038	6,145	6,254	6,366
<b>Total</b>	<b>7,686</b>	<b>7,826</b>	<b>7,977</b>	<b>8,117</b>	<b>8,278</b>	<b>8,526</b>	<b>8,778</b>	<b>9,034</b>	<b>9,295</b>

**Table 16: Scenario 2: Growth Projections for County Jails: 2020 – 2025**

County Projections	2020	2021	2022	2023	2024	2025
State Inmates	2,241	2,381	2,523	2,668	2,816	2,966
Federal Inmates	689	701	713	726	739	752
Local and State P&P	6,366	6,479	6,594	6,712	6,831	6,953
<b>Total</b>	<b>9,295</b>	<b>9,561</b>	<b>9,831</b>	<b>10,106</b>	<b>10,386</b>	<b>10,671</b>

**Scenario 3.** Scenario 3 shows total growth projections at county jails, as projected by the counties themselves. Because several of the counties did not break out their growth projections, these numbers are reported in total, rather than by type of inmate.

Based on Scenario 3, the counties will have an estimated total demand of 8,576 inmates by 2020 and 9,043 inmates by 2025. With a current operational capacity of 8,712 beds, the counties will not need to construct additional beds by 2020, but will need to construct an additional 322 beds (9,043 – 8,721 = 322) by 2025. Under this scenario the counties will reach full capacity sometime in 2021. This scenario is felt to be too conservative, however. In the survey, several of the counties did not project any growth because they are currently near full capacity. However, the growth demands will still be there. Therefore, this growth scenario has not been used for further analysis in this study.

**Table 17: Scenario 3: Growth Projections for County Jails: 2012 – 2020**

County Projections	2012	2013	2014	2015	2016	2017	2018	2019	2020
<b>Total</b>	<b>7,670</b>	<b>7,875</b>	<b>7,962</b>	<b>8,045</b>	<b>8,140</b>	<b>8,240</b>	<b>8,345</b>	<b>8,457</b>	<b>8,576</b>

**Table 18: Scenario 3: Growth Projections for County Jails: 2020 – 2025**

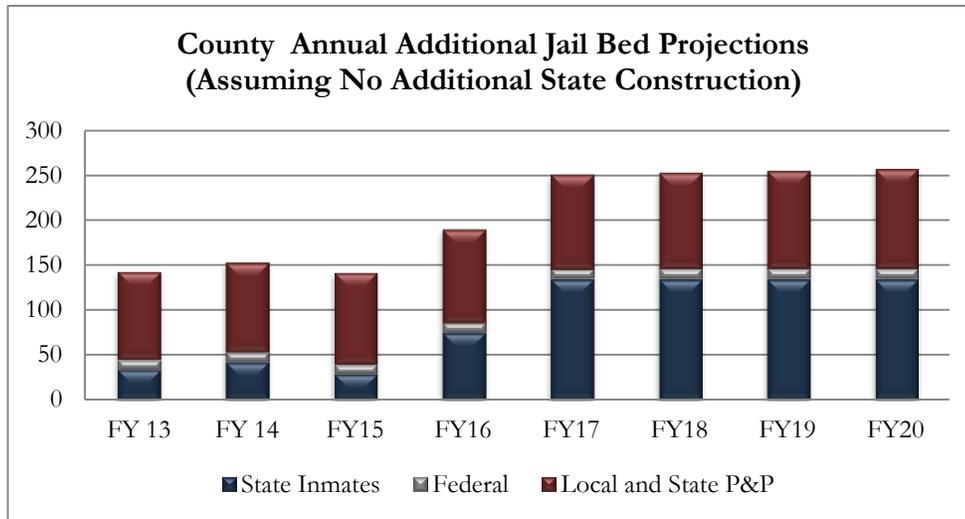
County Projections	2020	2021	2022	2023	2024	2025
<b>Total</b>	<b>8,576</b>	<b>8,667</b>	<b>8,760</b>	<b>8,853</b>	<b>8,947</b>	<b>9,043</b>

**Scenario 1: Summary of County Bed Demand per Year.** The yearly growth in demand for State inmate beds under Scenario 1 (134 new State beds per year) suggests that the State will reach its full capacity in 2016; at that point, without any new construction, the State will need the counties to pick up the full demand of 134 additional beds per year. In addition, the counties will have growth demands from federal, local and state probation and parole sources. This means that demand on the counties will increase from approximately 150 new beds per year at the current time to over 250 new beds per year by 2020. The following table shows the increased demand by year for State inmates, federal inmates, and for local/state probation and parole.

**Table 19: Estimated Annual Additional Beds at County Jails – 2013-2020, Growth Scenario 1**

Yearly Growth in Demand - Beds	2013	2014	2015	2016	2017	2018	2019	2020
State Inmates	34	42	29	75	134	134	134	134
Federal Inmates	11	11	11	11	11	12	12	12
Local and State P&P	98	100	102	104	106	107	109	111
<b>Total</b>	<b>143</b>	<b>153</b>	<b>142</b>	<b>190</b>	<b>251</b>	<b>253</b>	<b>255</b>	<b>257</b>

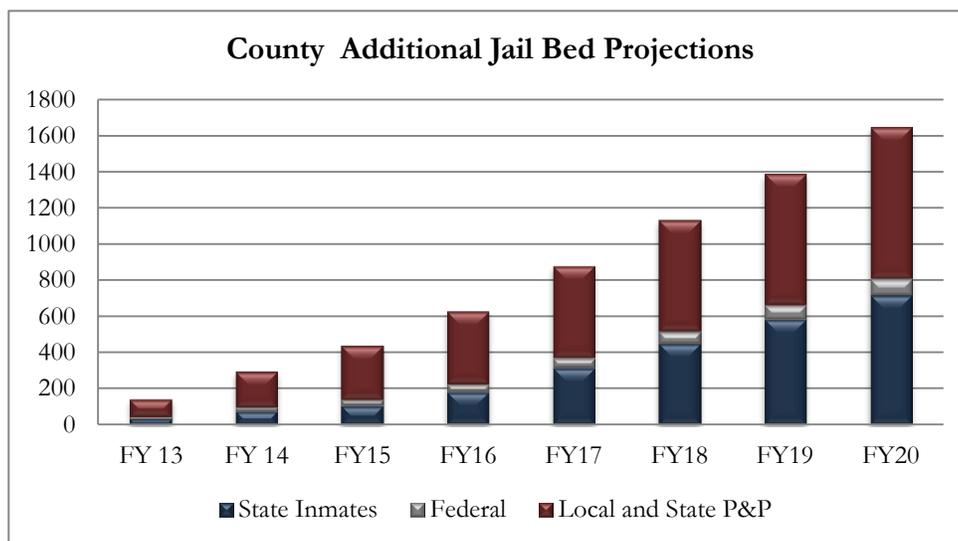
\*FY 2015 demand decreases for State inmates in order to maintain a constant rate (similar to FY 2013 and FY 2014) of 23 percent State inmates in County jails. However, in 2016 the State is expected to reach full capacity and the counties will need to pick up a larger share of the total demand.



The following table takes the previous annual growth and shows the cumulative impacts of this growth by each source of demand: State inmates, federal inmates and local/State P&P. Based on this analysis, there is increased demand for 1,646 beds; however, the existing excess capacity of 1,026 beds reduces the demand for new construction to 620 beds. Of the total new demand for 1,646 beds, 717 (44 percent) will come from State inmates.

**Table 20: Estimated Additional Beds at County Jails – Cumulative Growth 2013- 2020**

Cumulative Growth in Demand	2013	2014	2015	2016	2017	2018	2019	2020
State Inmates	34	76	106	181	315	449	583	717
Federal	11	21	33	44	55	67	79	91
Local and State P&P	98	199	300	404	510	617	727	838
<b>Total</b>	<b>143</b>	<b>296</b>	<b>439</b>	<b>629</b>	<b>880</b>	<b>1,133</b>	<b>1,388</b>	<b>1,646</b>



**Scenario 1: Calculation of Additional County Construction of Jail Beds.** The following table shows how the excess capacity of 1,026 beds is reduced each year by the demand shown in Table 21 until the county jails are at full capacity by 2018. By 2020, 619<sup>9</sup> additional beds are needed.

**Table 21: Excess (Shortage) of County Jail Beds – 2013 to 2020 – Scenario 1**

Reduction of Capacity		2013	2014	2015	2016	2017	2018	2019	2020
Analysis									
2012 Excess Capacity	1,026								
Increased Demand per Year		143	153	142	190	251	253	255	257
Excess Capacity (Shortage)		883	730	588	397	146	(107)	(362)	(619)

This figure increases to approximately 1,940 additional beds that will be required by 2025 at county jails. This assumes that there will be no new State construction of facilities.

**Table 22: Excess (Shortage) of County Jail Beds – 2020 to 2025 – Scenario 1**

Yearly Growth in Demand - Beds		2020	2021	2022	2023	2024	2025
2012 Excess Capacity	1,026						
Increased Demand per Year		257	260	262	264	266	269
Excess Capacity (Shortage)		(619)	(879)	(1,141)	(1,405)	(1,671)	(1,940)

**Scenario 2: Calculation of Additional County Construction of Jail Beds.** Under scenario 2, a shortage will also occur by 2018, although it will not be as severe a shortage as in scenario 1. The following table shows how the excess capacity of 1,026 beds is reduced each year by the demand shown in Table 23 until the county jails are at full capacity in 2018. By 2020, 583 additional beds are needed – slightly less than the 619 new beds needed under scenario 1.

**Table 23: Excess (Shortage) of County Jail Beds – 2013 to 2020 – Scenario 2**

Reduction of Capacity		2013	2014	2015	2016	2017	2018	2019	2020
Analysis									
2012 Excess Capacity	1,026								
Increased Demand per Year		140	151	141	161	248	252	256	261
Excess Capacity (Shortage)		886	735	595	434	186	(66)	(322)	(583)

This figure increases to approximately 1,959 additional beds that will be required by 2025 at county jails. This is slightly more than the 1,940 new beds projected under scenario 1. This is because scenario 2 grows slightly more slowly in the early years and somewhat more rapidly in later years (based on a constant growth rate of 1.78 percent). This assumes that there will be no new State construction of facilities.

<sup>9</sup> Because these numbers are rounded to whole numbers, there is a rounding difference between the 619 and 620 additional beds in the study.

**Table 24: Excess (Shortage) of County Jail Beds – 2020 to 2025 – Scenario 2**

<b>Yearly Growth in Demand - Beds</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
2012 Excess Capacity	1,026					
Increased Demand per Year	261	266	270	275	280	285
Excess Capacity (Shortage)	(583)	(849)	(1,119)	(1,394)	(1,674)	(1,959)

## Meeting Future Demand

Where will these future inmates be housed? Either the State of Utah or the counties will need to construct new facilities if future demand is to be met. As full capacity will be reached within the next few years, it is becoming an urgent matter to determine where future facilities will be located. This section analyzes new construction under both scenarios – with and without construction by the State of Utah.

### Scenario One: State of Utah Construction of Additional Prison Facilities

The State may choose to construct additional prison beds to meet some or all of the State's future demand. Or, it may request additional services from the counties. The State currently has 5,627 prison beds and projects demand for 7,904 inmates by 2020 and 8,574 inmates by 2025 (assuming growth in demand of 134 beds per year)..

#### *State of Utah Construction for Increased Prison Bed Demand Only*

If the State chooses to construct new beds to meet its *increased* growth only and not to move State inmates already at county facilities, it will need to construct 1,281 beds by 2025. This assumes that no new prison facilities are available until 2016; therefore, the counties will continue to absorb some of the State's increased demand through the year 2015 at the current rate. At that time (2015), it is projected that the counties will contract for 1,666 State prison inmate beds as shown in Table 25. It is also assumed that the counties will then continue to maintain that level into the future. By 2025, the State will need 8,574 inmate beds. With the counties providing 1,666 of these beds, the State will need to have 6,908 beds, which is 1,281 beds over and above the 5,627 it currently has, requiring the State to build 1,281 beds to meet growth demands by 2025.

**Table 25: Projections with Additional State Construction for *Increased* Growth Only - 2012 to 2020**

	2012	2013	2014	2015	2016	2017	2018	2019	2020
<b>Scenario 1 - 2020</b>									
Add'l Beds Under Construction			1,281	1,281					
State Bed Supply	5,627	5,627	5,627	5,627	6,908	6,908	6,908	6,908	6,908
Total State Inmate Demand	6,832	6,966	7,100	7,234	7,368	7,502	7,636	7,770	7,904
State Inmates at County Facilities	1,560	1,594	1,636	1,666	1,666	1,666	1,666	1,666	1,666
State Inmates at State Facilities	5,272	5,372	5,464	5,568	5,702	5,836	5,970	6,104	6,238
State Excess Capacity	355	255	163	59	1,206	1,072	938	804	670

**Table 26: Projections with Additional State Construction for *Increased* Growth Only – 2020 to 2025**

	2020	2021	2022	2023	2024	2025
<b>Scenario 1 - 2025</b>						
Add'l Beds Under Construction						
State Bed Supply	6,908	6,908	6,908	6,908	6,908	6,908
Total State Inmate Demand	7,904	8,038	8,172	8,306	8,440	8,574
State Inmates at County Facilities	1,666	1,666	1,666	1,666	1,666	1,666
State Inmates at State Facilities	6,238	6,372	6,506	6,640	6,774	6,908
State Excess Capacity	670	536	402	268	134	0

The inherent risk in the above scenario is that, once the Statewide prison facilities are constructed, the State will choose to shift more inmates to State facilities from county facilities for a period of time, especially from 2016 to 2020, when it has a significant amount of excess capacity. By 2022, excess capacity levels at the State will be reduced again to close to what they are today, and it would seem that the State would contract with the counties for the 2016 demand levels once again. This scenario poses concerns for the county jails that are heavily reliant on income from the State in order to make their annual debt service payments.

### ***State of Utah Construction to Meet All Demand for State Prison Beds***

The following table summarizes two scenarios for State of Utah construction: the first assumes that the State will construct prison beds to meet future increased demand only; the second scenario assumes that the State will construct sufficient facilities to eventually meet all of its State inmate demand. Both scenarios are evaluated for 2020 and 2025. The 2020 scenario assumes that the State will construct 611 beds by 2020 and the 2025 scenario assumes that the State will construct 1,281 beds by 2025 if it is to accommodate all of its *increased* (future) demand, leaving its reliance on County jail facilities at 2015 levels. The second scenario shows the number of prison beds the State would have to build if it were to accommodate *all* of its demand by 2020 and by 2025. It would seem unlikely that the State of Utah would incur the additional expense of building State prison facilities to meet its entire demand when it has relied heavily on the county jails in the past. This reliance is likely due to the fact that it has been less expensive for the State to contract with the counties than to build additional facilities.

**Table 27: State of Utah Prison Construction Scenarios**

	2020 Analysis		2025 Analysis	
	State Prison	County Jails	State Prison	County Jails
<b><i>Increased Demand Only:</i></b>				
2020/2025 State Prison Demand	7,904		8,574	
Prison Inmates	6,238	1,666	6,908	1,666
Existing State Prison Beds	5,627		5,627	
Additional State Bed Construction	611		1,281	
<b><i>All Demand:</i></b>				
2020/2025 State Prison Demand	7,904		8,574	
Prison Inmates	7,904		8,574	
Existing State Prison Beds	5,627		5,627	
Additional State Bed Construction	2,277		2,947	

### ***Costs of New Construction of State Prison Beds***

The State Department of Corrections has provided an average construction cost of \$131,198 per prison bed. Using this assumption, estimated construction costs for scenarios 1 and 2 are shown below. In this analysis, scenario 1 assumes that the State will construct additional prison beds to meet future growth only; scenario 2 assumes that the State will construct additional prison beds to meet all of its demand and that it will no longer contract with the counties.

**Table 28: State Construction Costs for Prison Beds (\$2013)**

	2020	2025
Scenario #1 – Number of New Units	611	1,281
Scenario #2 – Number of New Units	2,277	2,947
Estimated Cost per Prison Bed	\$131,198	\$131,198
Scenario #1 – Construction Costs	\$80,161,978	\$168,064,638
Scenario #2 – Construction Costs	\$298,737,846	\$386,640,506

At this point in time, the State's plans to move the existing prison at Draper, or to construct additional facilities, are unknown. Therefore, rather than evaluate the costs associated with various prison sizes, the additional cost to the State of new construction is analyzed on a daily cost per inmate. The analysis assumes a 25-year bond at 2.5 percent interest.<sup>10</sup> This results in an annual debt service payment of \$7,209.90 per bed, or \$19.75 per bed per day.

**Table 29: Debt Service Assumptions**

New Construction Cost per Bed	\$131,198
Costs of Issuance	1.25%
Costs of Debt Service Issuance, Legal, etc. per Bed	\$1,639.98
Total Debt Service per Bed	\$132,837.98
Term of Bond in Years	25
Interest Rate	2.5%
Annual Payment per Bed	\$7,209.90
Capital Cost per Day	\$19.75

The capital cost per day of \$19.75 would need to be added to the State's operating costs for the State to determine the financial benefits or drawbacks of construction of new facilities. This would then need to be compared with the rate that State pays the counties -- 79 percent of the State daily incarceration rate for jail beds dedicated to inmate treatment and 73 percent for county jail beds not dedicated to inmate treatment. Current rates paid by the State to the counties are shown in Table 30.

<sup>10</sup>In the past, the State of Utah has chosen a shorter timeframe than 25 years for most of its bonds. If a shorter bond is employed, annual payments rise, but the number of years of repayment decreases.

**Table 30: State Daily Incarceration Rate and Payments to Counties**

2012 State Daily Incarceration Rate <sup>11</sup>	\$64.18
Percent Paid to Jail Beds Dedicated to Inmate Treatment	79%
Percent Paid to Jail Beds Not Dedicated to Inmate Treatment	73%
Daily Rate for Beds Dedicated to Inmate Treatment	\$50.70
Daily Rate for Beds Not Dedicated to Inmate Treatment	\$46.85

Source: Utah State Legislature Jail Contracting/Jail Reimbursement & Funding Formula 2013 General Session Issue Brief

Total cost to the State to house inmates is higher than the daily incarceration rate that is used in calculating the contract amounts paid to the counties. The State estimates that it costs \$74.99 per day<sup>12</sup> per inmate housed in State facilities. This would increase to \$94.74 (\$74.99 + \$19.75), which is \$44.04 more per bed than the State currently pays at County facilities with treatment programs (\$94.74 - \$50.70 = \$44.04) and \$47.89 (\$94.74 - \$46.85 = \$47.89) more than the State pays for jail beds not dedicated to treatment programs.

### ***Reliance of County Jails on Contracts for State Inmates***

If the State were to construct facilities that would accommodate more than its future demand, then it must consider how this should impact the existing county facilities. In this case, the outstanding debt service of the county jails would be a factor in determining where reductions would be made. Many county jails depend on the fees paid for State inmates in order to make their debt service payments. In fact, many of the county jails were built far beyond local needs in order to provide contract services to the State.

The following table shows State inmates as a percentage of the total population at each jail. As shown, the following jails rely on State inmates to fill more than 50 percent of their total capacity: Beaver, Daggett, Duchesne, Garfield, Kane, Millard, San Juan and Sanpete. Many other jails are also highly reliant on State inmates and the payment they receive for them.

**Table 31: State Inmates as Percent of Total Inmate Population – Actual and Projected**

Counties	2010	2011	2012	2013	2014	2015
Beaver	90%	90%	90%	90%	90%	90%
Box Elder	19.7%	21.4%	22.3%	26.7%	25.6%	24.6%
Cache	15.0%	15.4%	16.9%	25.4%	18.9%	21.7%
Carbon	6.5%	0.0%	0.0%	0.0%	0.0%	0.0%
Daggett	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Davis	NA	NA	NA	NA	NA	NA

<sup>11</sup> The State daily incarceration rate is calculated averaging the costs per day for the most recent three years and is approved by the Legislature annually.

<sup>12</sup> Utah Department of Corrections, *2012 Jail Rate Calculation*. Total estimated cost per day is \$77.43 which includes \$2.44 for capital depreciation, or \$74.99 without the capital costs included.

Counties	2010	2011	2012	2013	2014	2015
Duchesne	53.2%	56.7%	59.1%	54.7%	54.6%	54.4%
Garfield	88.8%	90.2%	93.5%	90.4%	90.4%	90.2%
Grand	NA	NA	NA	NA	NA	NA
Iron	3.4%	7.1%	6.9%	7.8%	10.3%	12.4%
Juab	0.0%	4.8%	5.1%	5.6%	5.6%	5.6%
Kane	42.8%	60.5%	91.6%	92.1%	91.9%	91.7%
Millard	62.8%	66.3%	61.6%	64.8%	63.5%	62.2%
Rich	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Salt Lake County	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
San Juan	75.2%	73.0%	68.7%	70.0%	68.3%	66.7%
Sanpete	57.6%	61.6%	61.9%	57.0%	54.3%	51.9%
Sevier	NA	NA	NA	NA	NA	NA
Summit	36.6%	39.1%	37.4%	37.9%	37.3%	36.6%
Tooele	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Uintah	NA	NA	NA	NA	NA	NA
Utah	NA	NA	NA	NA	NA	NA
Wasatch	48.4%	55.6%	44.2%	42.0%	39.9%	38.0%
Washington	19.8%	22.8%	23.6%	21.3%	21.3%	21.3%
Weber	5.7%	10.2%	11.3%	10.9%	10.9%	10.9%

### *Debt Service Obligations of County Jail Facilities*

The following table displays in descending order the number of beds allocated to State inmates and also shows the total percentage of beds for State inmates at each county jail. Based on this analysis, Beaver County has the highest number of State inmate beds. The table also shows how much debt is outstanding for each jail, and the credit source for repayment of that debt. If the State were to reduce the number of inmates contracted to county jails, those counties with debt secured by a lease revenue bond would be in the most difficult situation because their revenue stream would be reduced. Counties with other repayment sources, such as GO and sales tax, could continue to use those revenue streams, although their income from State payments would also be diminished.

Therefore, in the event that there is a reduction in the number of State inmates contracted to county jails, consideration should be given to: 1) the credit source for outstanding debt, with those financed by a lease revenue bond given priority for maintaining inmates; and 2) the amount of debt service, with those counties with higher debt service given priority for maintaining inmates.

Table 32: Beds Allocated to State Inmates and Outstanding Debt Service by County

Counties	2013 Ratio of State Inmates to Total Inmates	Operational Beds	2013 State Inmate Beds	Debt Service	Source of Credit
Beaver	92.9%	400	372	\$16,661,403	GO
Kane	92.1%	200	184	\$9,224,864	Lease Revenue
Weber	10.9%	1,068	116	\$9,875,000	GO
Garfield	90.4%	110	99	\$0	
Washington	21.3%	465	99	\$4,145,000	GO
Duchesne	54.7%	162	89	\$1,160,000	GO
Daggett	100.0%	80	80	\$163,246	GO
Cache	25.4%	304	77	\$10,700,000	Sales
Sanpete	57.0%	128	73	\$24,375,546	GO/Lease Revenue
San Juan	70.0%	90	63	\$0	
Millard	64.8%	90	58	\$0	
Box Elder	26.7%	140	37	\$1,455,000	GO
Wasatch	42.0%	88	37	\$815,000	Lease Revenue
Summit	37.9%	88	33	\$2,500,000	GO
Iron	7.8%	212	16	\$0	
Juab	5.6%	63	4	\$1,033,295	Lease Revenue/Credit Line
Carbon	0.0%	84	-	\$0	
Rich	0.0%	7	-	\$0	
Salt Lake County	0.0%	2,272	-	\$32,990,000	GO
Tooele	0.0%	264	-	\$25,792,000	Lease Revenue
Davis	NA	775	NA	\$20,163,264	GO
Grand	NA	62	NA	\$0	
Sevier	NA	146	NA	\$2,335,000	Lease Revenue
Uintah	NA	264	NA	\$48,995,000	Lease Revenue
Utah	NA	1,038	NA	\$7,615,000	Sales

Davis, Grand, Sevier, Uintah and Utah counties were not able to provide the number of State inmate beds.

## Scenario Two: No New State Construction - County Construction of Additional Jail Facilities

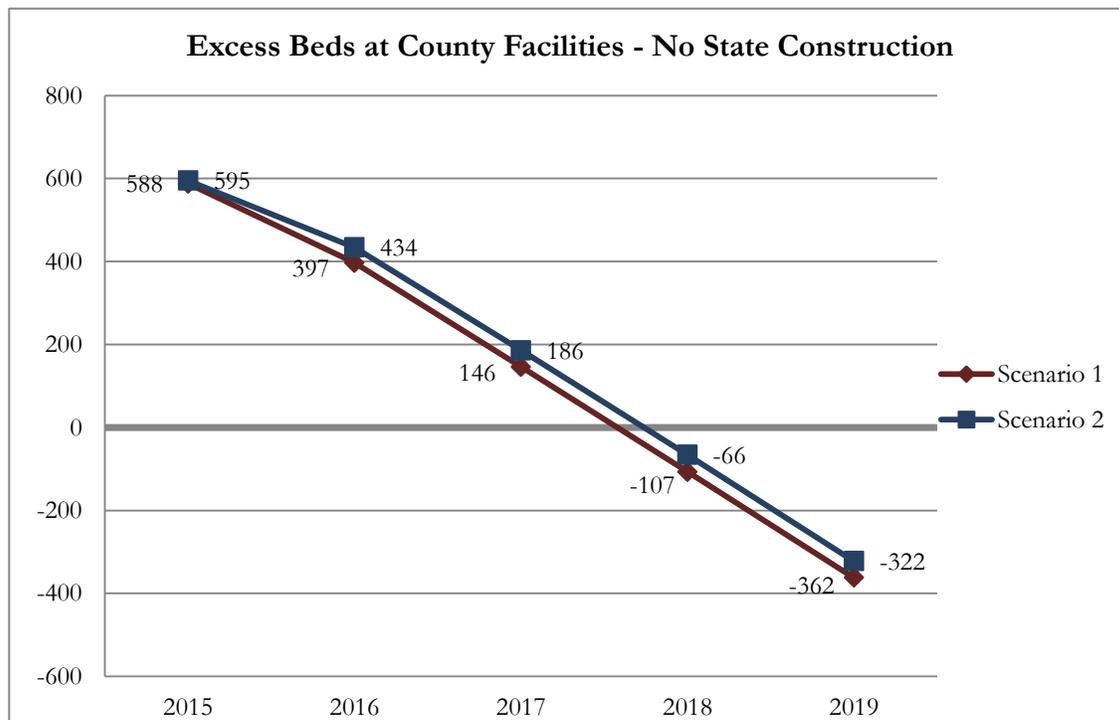
If the State chooses not to construct additional prison beds, there will be significant demand placed on the counties. Fortunately, there is some excess capacity in the county jails. In 2012, the excess capacity was estimated at 1,026 jail beds, calculated based on the 8,712 operational jail beds and the 7,686 jail beds filled. As discussed above, the counties will have increased demand from not only State inmates, but also federal, local and State P&P inmates.

### *Reduction in Capacity – Growth Scenario 1 (134 State inmate beds per year)*

This scenario assumes that State contracting for county beds will continue to be based on current levels (based upon 23 percent of all State inmates placed in the counties) until 2016. After 2016, it is assumed that all State growth (assuming growth of 134 beds per year), will be placed in county facilities. This State inmate growth, along with local demand from all other sources (local and federal demand growing at the same rate as the State population), means that excess capacity will decrease to 146 beds in 2017. County jails will be at full capacity in 2018 – **with no additional room for State inmates after 2018.**

### *Reduction in Capacity – Growth Scenario 2*

If State demand increases slightly more slowly in the early years (assuming an average growth rate of 1.78 percent per year), and the county jails have excess capacity of 1,026 beds in 2012, this excess capacity will diminish to 186 beds in 2017. County jails will be at full capacity in 2018 – **with no additional room for State inmates after 2018.**



### *Unavailable Excess Capacity*

The previous analysis assumes that all excess county jail facilities will be available for State inmates. However, based on the surveys conducted, several of the counties do not intend to house State inmates. Based on input provided throughout this study process, the consultants have analyzed excess capacity assuming that Salt Lake and Utah counties do not contract for State inmates. Therefore, the analysis below takes Utah and Salt Lake counties out of the projections and shows that the county jails will be at capacity between 2019 and 2020.

**Table 33: Excess Capacity Analysis (not including Utah and Salt Lake Counties)**

	2013	2014	2015	2016	2017	2018	2019	2020
Excess Capacity: (State Population)	598	457	327	227	126	23	(82)	(189)
Excess Capacity: (County Projections)	552	477	407	327	243	153	58	(44)

### *Summary of County Excess Capacity Analysis*

Therefore, under any of the growth scenarios shown in this study, county jails will be at full capacity between 2018 and 2020.

## Consideration Factors – State Inmate Placement

This report now assesses several factors to be considered in the location of the State inmate portion of future demand. These factors include origination of inmates, future growth projections, current ratio of population per prison bed and ability to provide treatment programs. This section assumes that the State will rely on the counties to house additional prisoners, over and above the current demand, and is intended to provide information to decision makers as to which county facilities could best house these inmates.

### Origination of Prisoners

Origination is considered one important factor in locating jail facilities due to the benefits that accrue from the convenience to and frequency of visitation by family and friends when facilities are closer. Many studies show that family visits can help save the State costs as visits reduce recidivism rates. The Minnesota Department of Corrections found that offenders that were visited in prison had a 13 percent reduction in felony reconvictions and a 25 percent reduction of technical violations.<sup>13</sup>

Thus, one approach to meeting future demand is to have the proportional demand for State contracts by county mirror county origination rates. This approach would best match inmates with facilities closest to family. This analysis looks at origination from two perspectives: 1) increased number of prison beds based on future growth only; and 2) increased number of prison beds based on total State inmate demand.

Origination statistics for existing inmates have been provided by the Utah State Department of Corrections. The analysis assumes that the proportionate share of inmates, by origination, will remain relatively constant through 2025 and then calculates the proportionate share of new beds that should be allocated to each County based on State inmate demand only. The analysis below is based on Scenario 1 for State inmate growth (134 beds per year).

**Table 34: Allocation of Increased Prison Beds to Counties by Origination of State Inmates**

	Origination of State Inmates by County	2020 Share of Increased Bed Construction	2025 Share of Increased Bed Construction
Beaver	0.5%	3.86	7.46
Box Elder	1.2%	8.57	16.58
Cache	3.6%	26.03	50.36
Carbon	1.4%	9.75	18.86
Daggett	0.1%	0.43	0.83
Davis	8.1%	58.17	112.53
Duchesne	1.3%	9.43	18.24
Garfield	0.2%	1.61	3.11

<sup>13</sup> Minnesota Department of Corrections, “The Effects of Prison Visitation on Offender Recidivism”, November 2011, [http://www.doc.state.mn.us/publications/documents/11-11PrisonVisitationResearchinBrief\\_Final.pdf](http://www.doc.state.mn.us/publications/documents/11-11PrisonVisitationResearchinBrief_Final.pdf)

	Origination of State Inmates by County	2020 Share of Increased Bed Construction	2025 Share of Increased Bed Construction
Grand	0.6%	3.96	7.67
Iron	2.4%	17.03	32.95
Juab	0.6%	4.07	7.87
Kane	0.4%	2.89	5.60
Millard	0.5%	3.64	7.05
Rich	0.1%	0.43	0.83
Salt Lake County	36.9%	264.71	512.07
San Juan	0.4%	2.89	5.60
Sanpete	0.7%	5.03	9.74
Sevier	0.8%	5.46	10.57
Summit	0.6%	4.39	8.50
Tooele	2.0%	14.68	28.39
Uintah	1.7%	12.43	24.04
Utah	11.7%	83.99	162.47
Wasatch	0.6%	3.96	7.67
Washington	4.1%	29.46	56.99
Weber	18.5%	132.94	257.17
<b>Total</b>	<b>99.0%</b>	<b>709.82</b>	<b>1,373.12</b>
Demand from Emery, Piute, Wayne and Morgan Counties		7.18	13.88
		717.00	1,387.00

Source: Utah State Department of Corrections; ZBPF

However, Utah County will likely not contract for State inmates. These inmates could either be “redistributed” proportionately throughout the State or these inmates could be located at facilities closer to Utah County, such as Juab County or Wasatch County. If Salt Lake County chooses not to contract for State inmates, their share could most easily be distributed to Tooele County (which has a large amount of excess capacity) or to Davis or Summit counties.

In order of size, from largest to smallest of origination, the counties with the highest percentages are: Salt Lake, Weber, Utah, Davis, Washington and Cache. Salt Lake County does not currently contract for State inmates but could do so in the future. As stated previously, Utah County currently does not contract for State inmates and, based on input received from the counties during this study process, is unlikely to do so in the future. Therefore, the counties with the largest demand for new State contracting, based on origination only, are Weber, Davis and Washington.

**Table 35: Allocation of Increased Prison Beds to Counties by Origination of State Inmates – Sorted by Size**

	Origination	2020	2025
Salt Lake County	36.9%	264.71	512.07
Weber	18.5%	132.94	257.17
Utah	11.7%	83.99	162.47
Davis	8.1%	58.17	112.53
Washington	4.1%	29.46	56.99
Cache	3.6%	26.03	50.36
Iron	2.4%	17.03	32.95
Tooele	2.0%	14.68	28.39
Uintah	1.7%	12.43	24.04
Carbon	1.4%	9.75	18.86
Duchesne	1.3%	9.43	18.24
Box Elder	1.2%	8.57	16.58
Sevier	0.8%	5.46	10.57
Sanpete	0.7%	5.03	9.74
Summit	0.6%	4.39	8.50
Juab	0.6%	4.07	7.87
Grand	0.6%	3.96	7.67
Wasatch	0.6%	3.96	7.67
Beaver	0.5%	3.86	7.46
Millard	0.5%	3.64	7.05
Kane	0.4%	2.89	5.60
San Juan	0.4%	2.89	5.60
Garfield	0.2%	1.61	3.11
Daggett	0.1%	0.43	0.83
Rich	0.1%	0.43	0.83
<b>Total</b>	<b>99.0%</b>	<b>709.82</b>	<b>1,373.12</b>
	Other counties	7.18	13.88
		717.00	1,387.00

## Future Growth Projections

Future demand for the counties to contract for State inmates, based on additional demand for 717 beds by 2020 and 1,387 beds by 2025 (assuming that there is no new State construction), has been analyzed based on each County's proportion of projected growth from 2012 to 2020 and from 2012 to 2025.

**Table 36: Allocation of Increased Prison Beds to Counties by County Population Growth**

	Population Growth from		Percent of Total		Number of New Beds	
	2012 to:		Population Growth from		2012 to:	
	2020	2025	2020	2025	2020	2025
Beaver	924	1,622	0.2%	0.2%	1.5	3.1
Box Elder	3,604	5,985	0.8%	0.8%	6.0	11.5
Cache	21,182	34,956	4.9%	4.9%	35.0	67.4
Carbon	155	398	0.0%	0.1%	0.3	0.8
Daggett	316	282	0.1%	0.0%	0.5	0.5
Davis	40,109	57,183	9.2%	7.9%	66.2	110.2
Duchesne	3,389	4,386	0.8%	0.6%	5.6	8.5
Garfield	724	1,092	0.2%	0.2%	1.2	2.1
Grand	869	1,358	0.2%	0.2%	1.4	2.6
Iron	8,805	15,704	2.0%	2.2%	14.5	30.3
Juab	2,883	4,513	0.7%	0.6%	4.8	8.7
Kane	1,001	1,903	0.2%	0.3%	1.7	3.7
Millard	228	523	0.1%	0.1%	0.4	1.0
Rich	217	368	0.0%	0.1%	0.4	0.7
Salt Lake County	119,623	196,991	27.6%	27.4%	197.5	379.7
San Juan	723	643	0.2%	0.1%	1.2	1.2
Sanpete	3,028	4,799	0.7%	0.7%	5.0	9.2
Sevier	1,272	2,226	0.3%	0.3%	2.1	4.3
Summit	7,370	12,751	1.7%	1.8%	12.2	24.6
Tooele	13,487	24,996	3.1%	3.5%	22.3	48.2
Uintah	5,205	6,250	1.2%	0.9%	8.6	12.0
Utah	122,344	200,091	28.2%	27.8%	202.0	385.6
Wasatch	7,486	12,936	1.7%	1.8%	12.4	24.9
Washington	47,973	86,165	11.0%	12.0%	79.2	166.1
Weber	21,285	41,519	4.9%	5.8%	35.1	80.0
<b>Total</b>	<b>434,199</b>	<b>719,640</b>	<b>100%</b>	<b>100%</b>	<b>717.0</b>	<b>1,387.0</b>

Based on this analysis, the counties with the largest growth include Utah, Salt Lake, Washington, Davis and Weber. Because Utah and Salt Lake counties may not be interested in or able to provide contracting services for State inmates, this leaves Washington, Davis and Weber counties as having the largest growth potential.

Table 37: Allocation of Increased Prison Beds to Counties by County Population Growth – Sorted by Size

	Population Growth From 2012 to:		Percent of Total Population Growth From 2012 to:		Number of New Beds	
	2020	2025	2020	2025	2020	2025
Utah	122,344	200,091	28.2%	27.8%	202.0	385.6
Salt Lake County	119,623	196,991	27.6%	27.4%	197.5	379.7
Washington	47,973	86,165	11.0%	12.0%	79.2	166.1
Davis	40,109	57,183	9.2%	7.9%	66.2	110.2
Weber	21,285	41,519	4.9%	5.8%	35.1	80.0
Cache	21,182	34,956	4.9%	4.9%	35.0	67.4
Tooele	13,487	24,996	3.1%	3.5%	22.3	48.2
Iron	8,805	15,704	2.0%	2.2%	14.5	30.3
Wasatch	7,486	12,936	1.7%	1.8%	12.4	24.9
Summit	7,370	12,751	1.7%	1.8%	12.2	24.6
Uintah	5,205	6,250	1.2%	0.9%	8.6	12.0
Box Elder	3,604	5,985	0.8%	0.8%	6.0	11.5
Duchesne	3,389	4,386	0.8%	0.6%	5.6	8.5
Sanpete	3,028	4,799	0.7%	0.7%	5.0	9.2
Juab	2,883	4,513	0.7%	0.6%	4.8	8.7
Sevier	1,272	2,226	0.3%	0.3%	2.1	4.3
Kane	1,001	1,903	0.2%	0.3%	1.7	3.7
Beaver	924	1,622	0.2%	0.2%	1.5	3.1
Grand	869	1,358	0.2%	0.2%	1.4	2.6
Garfield	724	1,092	0.2%	0.2%	1.2	2.1
San Juan	723	643	0.2%	0.1%	1.2	1.2
Daggett	316	282	0.1%	0.0%	0.5	0.5
Millard	228	523	0.1%	0.1%	0.4	1.0
Rich	217	368	0.0%	0.1%	0.4	0.7
Carbon	155	398	0.0%	0.1%	0.3	0.8
<b>Total</b>	<b>434,199</b>	<b>719,640</b>	<b>100%</b>	<b>100%</b>	<b>717</b>	<b>1,387</b>

## Proportionate Beds per Capita

This analysis looks at the proportionate share of current total beds (not just State contracts), based on State population.

**Table 38: County Prison Beds (All Types) per Capita – 2012 Analysis**

Counties	Population 2012	Total Capacity - Beds	Percent of State Population	Total Beds Based on Percent of State Population	Excess (Shortage) Beds Based on 2012 Population /Proportionate Share
Beaver	7,036	400	0.2%	23.17	376.83
Box Elder	50,984	168	1.8%	167.87	0.13
Cache	117,994	370	4.1%	388.49	(18.49)
Carbon	21,530	100	0.8%	70.89	29.11
Daggett	1,103	86	0.0%	3.63	82.37
Davis	316,446	800	11.0%	1,041.89	(241.89)
Duchesne	19,245	177	0.7%	63.36	113.64
Garfield	5,192	110	0.2%	17.09	92.91
Grand	9,406	62	0.3%	30.97	31.03
Iron	48,107	333	1.7%	158.39	174.61
Juab	10,573	63	0.4%	34.81	28.19
Kane	7,330	200	0.3%	24.13	175.87
Millard	12,607	107	0.4%	41.51	65.49
Rich	2,301	7	0.1%	7.58	(0.58)
Salt Lake County	1,060,985	2,272	37.0%	3,493.28	(1,221.28)
San Juan	14,932	116	0.5%	49.16	66.84
Sanpete	28,553	128	1.0%	94.01	33.99
Sevier	21,100	146	0.7%	69.47	76.53
Summit	61,105	100	2.1%	201.19	(101.19)
Tooele	61,105	277	2.1%	201.19	75.81
Uintah	33,519	384	1.2%	110.36	273.64
Utah	545,903	1,221	19.1%	1,797.38	(576.38)
Wasatch	25,187	104	0.9%	82.93	21.07
Washington	146,067	517	5.1%	480.92	36.08
Weber	237,000	1,186	8.3%	780.32	405.68
<b>Total</b>	<b>2,865,310</b>	<b>9,434</b>	<b>100.0%</b>	<b>9,434.00</b>	

In the past, State contracts have had no relationship to county populations. This analysis is conducted solely to identify those counties where jails are relatively smaller, on a per capita basis, than in other areas, and to evaluate if there is any desire on their part to expand. Based on this analysis, the counties with less than their “fair share” of jail space include Salt Lake, Utah, Davis, Summit, Cache and Rich.

**Table 39: County Prison Beds (All Types) per Capita Sorted by Size**

Counties	Population 2012	Percent of State Population	Total Capacity - Beds	Percent of State Population	Total Beds Based on Percent of State Population	Excess (Shortage) Beds Based on 2012 Population /Proportio nate Share
Salt Lake County	1,060,985	37.0%	2,272	37.0%	3,493.28	(1,221.28)
Utah	545,903	19.1%	1,221	19.1%	1,797.38	(576.38)
Davis	316,446	11.0%	800	11.0%	1,041.89	(241.89)
Summit	61,105	2.1%	100	2.1%	201.19	(101.19)
Cache	117,994	4.1%	370	4.1%	388.49	(18.49)
Rich	2,301	0.1%	7	0.1%	7.58	(0.58)
Box Elder	50,984	1.8%	168	1.8%	167.87	0.13
Wasatch	25,187	0.9%	104	0.9%	82.93	21.07
Juab	10,573	0.4%	63	0.4%	34.81	28.19
Carbon	21,530	0.8%	100	0.8%	70.89	29.11
Grand	9,406	0.3%	62	0.3%	30.97	31.03
Sanpete	28,553	1.0%	128	1.0%	94.01	33.99
Washington	146,067	5.1%	517	5.1%	480.92	36.08
Millard	12,607	0.4%	107	0.4%	41.51	65.49
San Juan	14,932	0.5%	116	0.5%	49.16	66.84
Tooele	61,105	2.1%	277	2.1%	201.19	75.81
Sevier	21,100	0.7%	146	0.7%	69.47	76.53
Daggett	1,103	0.0%	86	0.0%	3.63	82.37
Garfield	5,192	0.2%	110	0.2%	17.09	92.91
Duchesne	19,245	0.7%	177	0.7%	63.36	113.64
Iron	48,107	1.7%	333	1.7%	158.39	174.61
Kane	7,330	0.3%	200	0.3%	24.13	175.87
Uintah	33,519	1.2%	384	1.2%	110.36	273.64
Beaver	7,036	0.2%	400	0.2%	23.17	376.83
Weber	237,000	8.3%	1,186	8.3%	780.32	405.68
<b>Total</b>	<b>2,865,310</b>	<b>100.0%</b>	<b>9,434</b>	<b>100.0%</b>	<b>9,434.00</b>	<b>(0.00)</b>

## Treatment Programs

The availability of treatment programs at County facilities is also an important consideration in placing inmates. Treatment programs help reduce repeat offenses and recidivism rates. Participants in an education program while incarcerated are 20 percent less likely to reoffend.<sup>14</sup> The Utah Department of Human Services cites a 32 percent reduction in likelihood of re-offense for individuals receiving regular mental health or substance abuse treatment.

This is especially important in Utah. The Utah Office of Legislative Research and General Council (OLRGC) reports that Utah had a recidivism rate at 53.7 percent – one of only six states with rates above 50 percent. Lower recidivism reduces stress on the prison system and overall cost, even though running treatment programs can be costly in the short term. The OLRGC compares the average cost of \$28,000 to incarcerate an offender compared to an average cost of \$3,500-\$3,900 annually per inmate for substance abuse and sex offender therapy programs.

### *State Treatment Programs*

Substance abuse (SA) treatment and sex offender treatment are the two main types of programming offered by the Utah Department of Corrections to its inmates. Currently, the State has 1,367 inmates on its eligibility list for substance abuse treatment, with an additional 587 inmates already participating in one of its SA therapeutic communities. The current eligibility list for sex offender treatment includes 1,398 inmates, with an additional 205 inmates already participating in the therapeutic community for sex offenders.

The State Department of Corrections has identified these same two program types for the county jail facilities with which it contracts. Sex offender treatment offered at the San Juan County Jail is overseen by the Division of Programming Sex Offender Treatment Program (SOTP) staff, and meets the same requirements as the program being offered at the Draper prison. Inmates are placed into the San Juan program through a direct referral process by the SOTP staff.

Substance abuse programs at contract facilities are also either approved or denied by the Division of Programming, based upon specific requirements. Once approved, annual peer reviews are conducted to ensure continued compliance with the requirements. At this point in time, two types of substance abuse programs have been approved in the jails. The first type is a behavioral modification program, which is a six to nine month program, without a clinical phase. The other type is a substance abuse therapeutic community (TC) that lasts between twelve and eighteen months. The department utilizes both types of programs based upon an inmate's needs and length of sentence.

Demand for the substance abuse program is calculated to be approximately 1,954 inmates (1,367 on the eligibility list plus 587 inmates already participating) of its total 6,832 inmates, or a total of 29 percent of all inmates. Demand for the sex offender program is estimated at 1,603 inmates (1,398 inmates plus 205 inmates already participating), or a total of 23 percent of all inmates. The State has not provided information regarding what percentage of these programs they will provide at State facilities and what percentage will be required by the counties.

<sup>14</sup> <http://le.utah.gov/lrgc/briefings/bagelsbriefings.inmaterecidivism.pdf>

### County Treatment Programs

Most of the county facilities offer various types of treatment programs to inmates. These range from informal groups that inmates can attend as desired, to more formalized sessions with recognition upon completion. Seventeen of the counties report providing (or contracting for a service) for drug, alcohol, or substance abuse programs. In addition to these programs, many also offer AA and LDS 10-step programs. Only two report sex offender programs, but many list these programs as ones they desire to add to their facility. Nearly all of the county facilities, with the exception of Juab and Rich counties, reported offering GED and adult education programs in addition to other programs oriented towards life improvement and skills such as parenting and anger management.

**Table 40: Summary of Treatment Programs in County Facilities**

	No Programs*	Drug, Alcohol, Substance**	Sex Offender**	Mental Health**	Other Programs	GED Diploma Program
Beaver		122				X
Box Elder		10/15			AA, Parenting, Lifeskills, Anger Management, Men's and Women's Recovery	X
Cache***		492/675	31/60	73/100	Thinking for a Change, Parenting, Anger Management, Goals	X
Carbon		8/20				X
Daggett	X				LDS 10-Step	X
Davis		60				X
Duchesne		15				X
Garfield		22			Thinking for a Change, AA	X
Grand	X					X
Iron	X					X
Juab		12			LDS Programs	
Kane		66/66				X
Millard		48/16			Inmate Work Crew	X
Rich	X					
Salt Lake		196			Re-Entry	X
San Juan			48/32			X
Sanpete	X					X
Sevier	X					X
Summit		35/41		30/45		X
Tooele		25/25				X

	No Programs*	Drug, Alcohol, Substance**	Sex Offender**	Mental Health**	Other Programs	GED Diploma Program
Uintah		24				X
Utah		60			Lifeskills	X
Wasatch		30			G.O.G.I., Lifeskills	X
Washington***		467/840		26		X
Weber	X					X

\*No programs means that the facility does not offer the drug, alcohol substance abuse; sex offender; or mental health programs. Other non-standard programs may be offered.

\*\*Displayed as slots filled/slots available or just slots available

\*\*\* These facilities counted the cumulative number of slots available for all classes offered in a year. For example, if a class offers 30 slots three times per year, it is counted as 90 slots.

## Summary of Placement Factors

If the State chooses to reduce its current contracts with county jails, then outstanding debt, and type of debt, should be the chief factor in determining where reductions will and will not take place. If, however, the State chooses to expand its current number of contracts, then the following factors could be used in assessing which counties might best be poised to expand: origination of inmates, population growth, and existing share of the State's population compared to existing jail beds. Table 41 below summarizes the top ten jail facilities, in order, in each category. It does not, however, include Salt Lake or Utah counties. In addition to the following, the ability to offer treatment programs would be a factor in placing inmates.

**Table 41: Summary of Placement Factors**

Origination	Population Growth	Ratio of Beds Compared to Population
Weber	Washington	Davis
Davis	Davis	Summit
Washington	Weber	Cache
Cache	Cache	Rich
Iron	Tooele	Box Elder
Tooele	Iron	Wasatch
Uintah	Wasatch	Juab
Carbon	Summit	Carbon
Duchesne	Uintah	Grand
Box Elder	Box Elder	Sanpete