

HB

562

# COMMITTEE REPORT

## HOUSE

1/18/80

FURTHER: FINANCE

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

Mr. Speaker:

The Committee on JUDICIARY has had HB 562

"An Act providing for the issuance of general obligation bonds in the amount of \$22,901,200 for the purpose of paying the cost of capital improvements for correctional, public safety, and military affairs facilities; and providing for an effective date."

under consideration and (a majority of the committee) (the committee) reports it back with the following recommendations:

- do pass  do not pass
- do pass with attached amendments(s)
- replace with CS for HB 562  same title  
 new title
- and recommends Do Pass
- AND attaches a "Letter of Intent"  New Fiscal Note
- reports it back without recommendation
- referred to the \_\_\_\_\_ Committee

**MEMBERS SIGNING  
DO PASS**

W. B. ...  
Walter ...  
...  
...  
...

**MEMBERS HAVING  
OTHER RECOMMENDATIONS:**

...  
...  
...  
...

...  
**CHAIRMAN**

# STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

## DEPT. OF HEALTH AND SOCIAL SERVICES

OFFICE OF THE COMMISSIONER

POUCH H 01 - JUNEAU 99811

MAR 3 1980

Document # 12-80

The Honorable Nels A. Anderson  
Alaska State Legislature  
Pouch "V"  
Juneau, Alaska 99811

Dear Mr. Anderson:

This letter is in response to the request you made of Director of Corrections, Charles Campbell at a recent meeting of the House Judiciary Committee. My understanding is that you wanted to have assurance from this Department with respect to the alcoholism counseling and other rehabilitative programs to be provided in conjunction with the expansion of the physical facilities of the Division of Corrections.

As you know, we are in the beginning phase of implementing a Corrections Master Plan for Alaska. You may have reviewed the documents prepared by the primary master plan consultants, but we want to stress that the planning process itself is ongoing, dependent for its success on input from a wide range of people. I am sure you know from review of the Master Plan documents and from the comments of Director Campbell that we are presently placing a great deal of stress on upgrading the helping programs within the Division of Corrections. Our hope and expectations are that the Office of Alcoholism and Drug Abuse will be adequately funded to resume its work in providing alcoholism counseling not only at Lemon Creek, but elsewhere in the prison system of the State. Bob Cole, Director of our Office of Alcoholism and Drug Abuse and Director Campbell are working together toward development of program of this regard.

Mr. Campbell's main emphasis for the present is on improvement of the basic conditions of confinement for persons serving sentences in our institutions. Our belief is that the environment in our institutions, characterized by substandard housing, inadequate supervision, idleness and poor communication between staff and inmates, must be addressed satisfactorily in order for helping programs to function effectively.

As stressed by the Master Plan documents, we intend to emphasize community based options to conventional confinement in the future and we furthermore intend to develop strong resources for alcoholism treatment in conjunction with our community based programs.

Randall Ackley of the University of Alaska, Juneau, and Mr. Campbell have recently conferred and discussed the prospects of a conference involving University of Alaska people and Division of Corrections' staff. The purpose would be to initiate a system-wide program of education,

The Honorable Nels A. Anderson, Jr.  
Page 2

MAR 3 1980

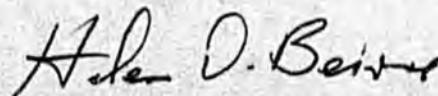
consisting of adult base education, college level courses, arts and crafts and vocational training. The Criminal Justice Planning Agency has indicated its receptivity to helping with funds for such a conference.

One of the more significant moves recently made by the Division of Corrections is the establishment of a position for an Assistant Director for correctional programs. At present there is no staff member in the Central Office of the Division of Corrections whose first priority is the development of rehabilitative programs. We have had a number of excellent programs at various locations throughout the State, but they tend to be developed on a hit-and-miss basis and have been precariously funded. Our belief is that a strong centrally coordinated ongoing effort should be made with regard to rehabilitative programs, furthermore that this effort should be viewed as an essential component of the mission of the Division of Corrections.

I would again want to assure you that we have no intention of proceeding with a building program without giving major attention to the development of needed programs.

Let me express my appreciation for your concern and support.

Sincerely,



Helen D. Beirne  
Commissioner

cc: House Judiciary  
Chairman, Charles H. Parr  
Committee Members

# STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

## DEPT. OF HEALTH AND SOCIAL SERVICES

DIVISION OF CORRECTIONS

POUCH H-03  
JUNEAU, ALASKA 99811

February 29, 1980

Document# 13-80

The Honorable Charles H. Parr  
Alaska State Legislature  
Pouch "V"  
Juneau, Alaska 99811

Dear Mr. Parr:

When I met with the House Judiciary Committee on February 22, 1980, you asked that we provide additional information with respect to current cost estimates for the G.O. Bond projects listed in H.B. 562. You also wanted information with respect to proposed bed space capacity for the Nome Jail and information regarding operating costs. All of this information will be provided for you and the other Committee members in a separate letter.

Meanwhile, I would like to respond here to four additional areas of information requested by you, by Representative Anderson, by Representative Barnes and by Representative O'Connell.

1. Representative Anderson voiced his concern with respect to programs of alcoholism counseling and rehabilitative programs. He expressed his unwillingness to support new construction on the part of the Division of Corrections without written assurances as to the intent of the Department of Health & Social Services with regard to providing adequate programs. I have asked Commissioner Beirne to respond to this request. She has done so in a separate letter; copies will be provided for members of the Committee
2. You reminded the Committee and me of the recent tragic riot at the New Mexico State Prison and inquired as to what kind of contingency we might be able to build into new facilities, designed to aid in the quelling of disturbances which might arise in the future.

Your concern is appropriate. It is essential for those of us who are in charge of prisons to be constantly alert to the signs which might indicate the beginnings of serious trouble. We do not have in mind, however, to build into the structures any kind of system designed to control disturbances. For a number of years there have been discussions regarding systems of the sort you may have in mind, but the technology for such a system has not been developed. The various gas agents which are occasionally used for controlling disturbances in prisons and elsewhere are potentially dangerous. They must be used by well trained people with great care and discrimination.

Each of our institutions has an emergency plan, and our officers are trained in the use of equipment which might become needed in the event of disturbances.

Recently we sent two of our higher level employees to special training courses funded by the Law Enforcement Assistance Administration in dealing with hostage situations. A seminar will be conducted in April for all of our superintendents on this same subject. Several of us have had experience in dealing with hostage situations, and I can assure you that we have the capability of handling such matters in accordance with techniques which have proven to be most successful.

Far and away the best safeguard against riots and disturbances in prisons, however, is the avoidance of those conditions which cause them. Almost invariably there are warning signs in advance of the outbreak of disturbances.

My belief is that we have perhaps been more vulnerable to disturbances over the past several years than we are likely to be in the future. As you know, we have been short staffed in our institutions. Prisoners not only need supervision, they also need access to the staff. Otherwise communication between staff and inmates breakdown. This can result in a dangerous situation. Idleness and an absence of a reasonable range of rehabilitative opportunities also result in unrest and dissatisfaction among prisoners. If you will review the literature on prison riots, you will see that they simply do not occur where jurisdictions have made an adequate effort to address these kinds of problems. I have personally made the strongest effort I know how to communicate to the superintendents in our institutions my views with respect to such matters. There is broad ranging concern about prison conditions in the State and measures are being taken to make improvements where needed. I believe there is a perception throughout the State that we are slowly but surely moving toward development of a sound and responsive correctional system. I assure you, however, we will avoid becoming complacent about the kind of danger you called to my attention.

3. Representative O'Connell requested additional information with respect to visiting conditions at Eagle River. I was interested in his observations inasmuch as he had indicated that he had not visited the institution as a legislator or as a state official, but in the same manner in which persons routinely visit prisoners at the facility. This would enable him to make a judgment about conditions which would be especially valid.

While in Anchorage this week, I conferred with Superintendent Krause and made a study of the dimensions of the visiting room and looked into the visiting policy at the Eagle River institution. Representative

The Honorable Charles H. Parr  
Page 3  
February 29, 1980

O'Connell is correct in noting that visiting conditions there are far from ideal; 350 sq. feet are provided for a visiting room. The problem with this relatively small space is that during those times of the week when several families would be visiting, conditions will undoubtedly be quite crowded and private conversation would hardly be possible. Ironically, however, conditions for visiting are better at Eagle River than anywhere else in the Alaska prison system.

Because of his awareness of cramped conditions in the visiting room, Superintendent Krause has been making a staff conference room immediately adjacent to the visiting room, available for visiting on days when several families are visiting. This has alleviated the problem to some extent. In addition, Eagle River's visiting hours are liberal. Visiting is allowed until 9:00 p.m. every evening. The inmates at the institution are being urged to schedule visits, when possible, at times of the week when crowding is less likely to be a problem. During the warmer weather, an outside visiting yard is being used. The Eagle River climate does not make it practical, however, to count on this arrangement for more than three or four months out of the year.

The Eagle River facility is excellent in virtually all other respects. It is unfortunate that better visiting arrangements were not designed in initially. In view of the serious deficiencies in conditions of confinement throughout the system, however, I do not think we can justify giving the visiting situation a high priority as opposed to other construction needs. I will continue to give attention to this matter and will work with Mr. Krause toward further means whereby we will be able to alleviate the problem. I will also take another careful look at visiting problems elsewhere in the State.

4. Representative Barnes asked for the names of those who served on the Citizens' Advisory Committee for selection of a site for a pre-trial facility in Anchorage. Representative Barnes also wanted to know how the Committee was selected. The Committee was selected by me on the basis of recommendations from Commissioner Beirne and others knowledgeable about Anchorage. I was unfamiliar with Anchorage at the time this committee was selected last summer, but great care was taken to bring together a representative group. It included a police official, an ex-offender and others who represent a variety of perspectives. I can say that divergent points of view were expressed. Representative Barnes' opposition to our selection of the API/MYC site for the new jail was strongly supported by members of the Committee. Name of the members of the Committee are attached.

My hope is that I have responded adequately to the various points of information requested by the Committee.

Sincerely,

Charles F. Campbell  
Director

ANCHORAGE CITIZENS' ADVISORY COMMITTEE

FOR

PRE-TRIAL FACILITY

Roger Endell, Chairman  
Norman Bessman  
Sairuddin Abdullah  
Dick Anglemeyer  
Juana Cole  
Dr. Raymond Fedje  
Janelle Fernandez  
John Lilljenstolpe  
Margie MacNeille  
Paul McGee, Jr.  
Donna Mathews  
Mike Meehan  
Rick Nerland  
Major Brian Porter  
Kalen Sacton  
Allen Tesche  
Ethan Windahl, Magistrate  
Julie Winegarden

1 IN THE HOUSE

BY THE RULES COMMITTEE BY  
REQUEST OF THE GOVERNOR

2 HOUSE BILL NO. 562

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 ELEVENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act providing for the issuance of general obliga-  
7 tion bonds in the amount of \$22,901,200 for the  
8 purpose of paying the cost of capital improvements  
9 for correctional, public safety, and military affairs  
10 facilities; and providing for an effective date."

11 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

12 \* Section 1. For the purpose of paying the cost of capital improvements  
13 for correctional, public safety, and military affairs facilities, general  
14 obligation bonds of the state in the principal amount of not more than  
15 \$22,901,200 shall be issued and sold. The full faith, credit, and resources  
16 of the state are pledged to the payment of the principal of and interest  
17 and redemption premium, if any, on these bonds. These bonds shall be  
18 issued under the provision of AS 37.15 as those provisions read at the time  
19 of issuance.

20 \* Sec. 2. (a) If the issuance of these bonds is authorized by the  
21 qualified voters of the state, a special fund of the state to be known as  
22 the "1980 Correctional, Public Safety, and Military Affairs Facilities Con-  
23 struction Fund" shall be established, to which shall be credited the  
24 proceeds of the sale of bonds described in sec. 1 of this Act except for  
25 accrued interest and premiums.

26 (b) There is appropriated from the "1980 Correctional, Public Safety,  
27 and Military Affairs Facilities Construction Fund" to the Department of  
28 Military Affairs the amount of \$687,500, for construction of an armory at  
29 Sitka.

150  
 1000  
 875  
 200  
 175  
 70  
 875  
 25 x 35 = 875  
 Pub Safety  
 Holy Cross 150,000  
 Galena = 720,000  
 Chevak - 175,000  
 4500  
 200  
 900,000  
 75  
 700,000

(c) There is appropriated from the "1980 Correctional, Public Safety, and Military Affairs Facilities Construction Fund" to the Department of Health and Social Services the amount of \$21,110,800, allocated in accordance with the following projects and estimates:

Project	Location	Amount
(1) Expansion of correctional center	Eagle River	\$3,547,800
(2) Upgrade and construct addition to correctional center	Juneau	3,098,600
(3) Expansion of correctional center	Fairbanks	3,602,300
(4) Construct regional jail facility	Nome	6,989,100
(5) Construct <u>pre-trial addition to correctional center</u>	Anchorage	3,873,000

Handwritten notes on table:
 

- Master plan
- 5,630,000
- 4672
- 80
- 3,100,000
- 2,000,000
- add + none
- 80-24
- 3,600,000
- 2,000,000
- 9,000,000
- 828,000 per yr inmate
- 30
- 7,000,000
- 6,989,100
- 180-96
- 126-96
- 3,900,000
- +1,200,000

(d) There is appropriated from the "1980 Correctional, Public Safety, and Military Affairs Facilities Construction Fund" to the Department of Public Safety the amount of \$1,102,900, allocated in accordance with the following projects and estimates:

Project	Location	Amount
(1) Construct trooper housing and 5-mile	Fort Yukon	\$ 539,600
(2) Emergency generator for dispatch center	Anchorage	563,300

\* Sec. 3. If the issuance of these bonds is authorized by the qualified voters of the state, the amount of \$20,200 or as much of that amount as is found necessary is appropriated from the general fund of the state to the state bond committee to carry out the provisions of this Act and to pay expenses incident to the sale and issuance of the bonds authorized in this

1376  
 130  
 180,000  
 1376  
 4240  
 288  
 237  
 539  
 776  
 260

320 will

1 Act. The amounts expended from the appropriation authorized by this sec-  
2 tion shall be reimbursed to the general fund from the proceeds of the  
3 sale of the bonds authorized by this Act.

4 \* Sec. 4. The amount withdrawn from the public facility planning fund  
5 for the purpose of advance planning for the improvements financed under  
6 this Act shall be reimbursed from the proceeds of the sale of bonds author-  
7 ized by this Act.

8 \* Sec. 5. The question whether the bonds authorized in this Act are to  
9 be issue shall be submitted to the qualified voters of the state at the  
10 next general election and shall read substantially as follows:

11 Proposition

12 State General Obligation Correctional, Public  
13 Safety, and Military Affairs Facilities Construc-  
14 tion Bonds \$22,901,200

15 Shall the State of Alaska issue its general obligation bonds  
16 in the principal amount of not more than \$22,901,200 for the  
17 purpose of paying the cost of capital improvements for correc-  
18 tional, public safety, and military affairs facilities?

19 Bonds Yes [ ]

20 Bonds No [ ]

21 \* Sec. 6. This Act takes effect immediately in accordance with AS 01.-  
22 10.070(c).



# Alaska State Legislature

## House of Representatives

### Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

Official Business

March 12, 1980

The Honorable Terry Gardiner  
Speaker of the House  
Alaska State Legislature  
Pouch Y, State Capitol  
Juneau, Alaska 99811

Dear Mr. Speaker:

The House Judiciary Committee, in considering HB 562, received a recommendation from the Department of Law that the bill be split in order to avoid any possible conflict with the "one subject rule." In addition, the Committee felt that at this juncture smaller projects should be funded by direct appropriation rather than bond issues. Direct appropriation should permit projects to be on-stream at least one year sooner and the administration has in recent years moved rather slowly on bond issues.

For the above reasons the Committee has removed from CSHB 562 all of the smaller projects and recommends that the Finance Committee consider direct appropriation for them. Recommended projects and amounts follow:

Armory construction, Sitka . . . . .	\$687,500
Public Safety Building, Galena . . . . .	720,000
Trooper Housing, Fort Yukon Five-Mile Holy Cross. . . . .	300,000
Emergency Generator, Dispatch Center, Public Safety, Anchorage . . . . .	563,300
Emergency Generators for Public Safety, Glennallen Delta Nome Kodiak Palmer Tok Bethel. . . . .	323,000

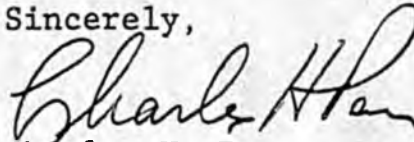
Mr. Speaker

-2-

March 12, 1980

The bond issue amount recommended in CSHB 562 for pre-trial addition to the Correctional Center in Anchorage does not include the cost of site acquisition. If the facility is not located on State land, the Division of Corrections estimates that an additional \$1,200,000 will be required.

Sincerely,

A handwritten signature in cursive script, appearing to read "Charles H. Parr".

Charles H. Parr  
Chairman

CHP:vc

RICHARD A. ZAGARS, P.E.  
Route 4, Box 4631  
JUNEAU, ALASKA 99803

(907) 789-7683

TO Department of Transportation  
Design & Construction  
Southeastern Region  
Box 1467  
Juneau, Alaska 99802

*A company there  
Nov 28  
organizing in S.E.*

THE FOLLOWING WAS NOTED:

The Sitka National Guard Armory Building is of wood frame and timber construction throughout, with trusses spanning 48 feet over the Drill Room; foundation is poured concrete with interior footing pads supporting timber posts, beams, and joists.

Inspection of the structure was visual, supplemented with core samples taken with an increment borer. Approximately 15 borings were made. One was taken from a north wall stud in Classroom 101, two from the exterior face of north wall Drill Room columns, and the remainder from inside the Drill Room, mostly in the lower part of the laminated 2"x 10" columns supporting roof trusses.

The cores from Classroom 101 showed that the stud was completely rotted. All other borings showed varying amounts of dry rot, to the extent that significant strength reductions can be assumed. In several of the borings, cores were not recovered because of the relatively soft nature of the wood and ease with which the boring tool was turned into the wall members. In 2 of the borings, at truss columns, the borer penetrated between 2" and 2½", and then was easily pushed through the remainder of the column. The south wall appeared to be fairly sound, but the north wall was generally in poor structural condition, becoming worse towards the northeast corner of the Drill Room. One column top was accessible from the low roof over Classroom 101. This column had

DATE	May 25, 1978	JCB NO	
PROJECT	Alaska National Guard Armory		
LOCATION	Sitka, Alaska		
CONTRACTOR		OWNER	
WEATHER	Cloudy	TEMP.	50 ° at AM 50 ° at PM
PRESENT AT SITE	J. Waddell, R. Zagars		

COPIES TO \_\_\_\_\_

**FIELD REPORT**

SIGNED \_\_\_\_\_



RICHARD A. ZAGARS, P.E.  
Route 4, Box 4631  
JUNEAU, ALASKA 99803

(907) 789-7683

TO

DATE		May 25, 1978		JOB NO.	
PROJECT					
Alaska National Guard Armory					
LOCATION					
Sitka, Alaska					
CONTRACTOR			OWNER		
WEATHER			TEMP.		
			° at		AM
			° at		PM
PRESENT AT SITE					

THE FOLLOWING WAS NOTED:

snow, wind, or seismic forces. Weakened floor areas observed indicated that reduced floor live loads are necessary in some areas for any future occupancy. It is my opinion that some areas of the building are safe for continued normal use, while others could be made to accommodate limited usage by the use of temporary structural repairs. It is necessary, however, to remove much of the wall finish material to properly evaluate the framing and provide an accurate judgment.

With regard to future plans for the structure, I am of the opinion that the entire superstructure has outlived its useful life, although the concrete foundation appears to be in excellent condition. Considering the amount of deterioration that was observed during this brief inspection, if future occupancy is intended, I recommend that a thorough inspection be accomplished before next winter in order to more realistically evaluate alternate plans for repair, reconstruction, limited use, or demolition of the structure.

COPIES TO \_\_\_\_\_

**FIELD REPORT**

SIGNED

*Richard A. Zagars*

PROJECT TITLE Armory		LOCATION(S) Sitka	AREA SERVED Sitka	ELECTION DISTRICT(S) 3																		
OBJ. NO(S) 1,2,3	OPERATING BUDGET BRU(S) Military Preparedness	NAME(S)	BUDGET COMPONENT NUMBERS 05-56-01-02-01	START DATE Oct 82																		
PROJECT NARRATIVE		PROJECT TYPE		COMPLETION DATE Dec 83																		
<p>I. <u>PROJECT NEED STATEMENT:</u> The Sitka armory was built in 1911 and used as a USO building for several years. Although the construction was adequate at the time, the years have taken their toll on the wood frame structure and sections of the building are now condemned. The facility has passed the point where it is economically feasible to repair or maintain for its intended use of an assembly and training facility for the Army National Guard. In its present state, it represents an eyesore to the community and has a negative impact on recruiting and retention.</p> <p>II. <u>PROJECT DESCRIPTION:</u> A 15,000 square foot armory consisting of 5,400 square foot drill hall and administration, storage, lockers, latrine, weapons, security, and kitchen areas. Will also provide parking and exterior fence and lighting.</p> <p>III. <u>DOCUMENTATION OF ESTIMATED CAPITAL COST:</u> Costs were obtained through DOIPF-ICC (See attached memo). In addition to the actual construction costs, the following costs must be included in the capital costs. The Federal Government will participate in each category as indicated. These percentages are based on DOIPF costs on prior projects, wherein the DOIPF must pay their operating and personnel costs from capital budget funds. All percentages are based on actual construction costs.</p>		<input checked="" type="checkbox"/> Building Construction (C) <input type="checkbox"/> Other Improvement (I) <input type="checkbox"/> Equipment (E) <input type="checkbox"/> Land (L) <input type="checkbox"/> Professional Services (P) <input type="checkbox"/> Other (O)		APPROPRIATION REQUEST <table border="1"> <tr><td>1002</td><td>FED. RCPTS.</td><td>1,062.5</td></tr> <tr><td>1003</td><td>G/F MATCH</td><td>687.5</td></tr> <tr><td>1004</td><td>GEN. FUND</td><td></td></tr> <tr><td>1005</td><td>I/A RCPTS.</td><td></td></tr> <tr><td></td><td>G.O. BONDS</td><td></td></tr> <tr><td colspan="2">TOTAL</td><td>1,750.0</td></tr> </table>	1002	FED. RCPTS.	1,062.5	1003	G/F MATCH	687.5	1004	GEN. FUND		1005	I/A RCPTS.			G.O. BONDS		TOTAL		1,750.0
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1004	GEN. FUND																					
1005	I/A RCPTS.																					
	G.O. BONDS																					
TOTAL		1,750.0																				
PROJECT CHARACTERISTICS <input checked="" type="checkbox"/> Totally New Facility <input type="checkbox"/> Addition to Existing Facility <input type="checkbox"/> Renovation of Existing Facility <input type="checkbox"/> Major Maintenance or Repair <input type="checkbox"/> Supplement Previously Authorized Funds to Enable Completion <input type="checkbox"/> One of Several Phases <input type="checkbox"/> Major External Funding Source <input type="checkbox"/> Other		GOVERNOR'S RECOMMENDATION APPROVED DEFERRED DISAPPROVED <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <table border="1"> <tr><td>1002</td><td>FED. RCPTS.</td><td></td></tr> <tr><td>1003</td><td>G/F MATCH</td><td></td></tr> <tr><td>1004</td><td>GEN. FUND</td><td></td></tr> <tr><td>1005</td><td>I/A RCPTS.</td><td></td></tr> <tr><td></td><td>G.O. BONDS</td><td></td></tr> <tr><td colspan="2">TOTAL</td><td></td></tr> </table>		1002	FED. RCPTS.		1003	G/F MATCH		1004	GEN. FUND		1005	I/A RCPTS.			G.O. BONDS		TOTAL			
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1003	G/F MATCH																					
1004	GEN. FUND																					
1005	I/A RCPTS.																					
	G.O. BONDS																					
TOTAL																						
NO YES SITE FEATURES <input type="checkbox"/> <input checked="" type="checkbox"/> Site Currently Owned? <input type="checkbox"/> <input checked="" type="checkbox"/> All Utilities Available? <input type="checkbox"/> <input checked="" type="checkbox"/> Access Already Available?		OPERATIONAL COST & NO. PERSONNEL INCREASE (DECREASE) FIRST OPERATING YEAR 83 ULTIMATE ANNUAL YEAR 83 PREVIOUS YR-PRIORITY GP-80-2 AGENCY PRIORITY GP-81-1 GOVERNOR'S PRIORITY 81-1																				
FUNDING SOURCE FEDERAL RCPTS. GEN. FUND TOTAL ANNUAL OPERATIONAL COST POSITION (FTE)		<table border="1"> <tr><td></td><td></td><td></td></tr> <tr><td></td><td>31.5</td><td>31.5</td></tr> <tr><td></td><td></td><td></td></tr> <tr><td></td><td>31.5</td><td>31.5</td></tr> <tr><td></td><td>0</td><td>0</td></tr> </table>						31.5	31.5					31.5	31.5		0	0				
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	31.5	31.5																				
	0	0																				

CATEGORY Public Protection

AGENCY Military Affairs

PROGRAM Life & Property

01-1035a (7/79)

35a

PROPOSED CAPITAL PROJECT

REVISED DATE

000035

CAPITAL PROJECT EXPENDITURES (CASH FLOW)	TOTAL	BUDGET YEAR	BUDGET YEAR Plus 1	BUDGET YEAR Plus 2	BUDGET YEAR Plus 3	BUDGET YEAR Plus 4	REMAINING COST
Planning and Engineering	161.3	161.3					
Land							
Construction	1,513.7		1,513.7				
Equipment							
Administration and Other	75.0		75.0				
Total Annual Expenditure (Capital Cost)	1,750.0	161.3	1,588.7				

CONTINUATION OF NARRATIVE

III. DOCUMENTATION OF ESTIMATED CAPITAL COST: (Con't)

ITEM	TOTAL RCMT %	FEDERAL MATCH %	STATE RCMT %	COSTS \$000		
				FEDERAL	STATE	TOTAL
Const Costs (Contractor) <sup>1</sup>	100.0	70.0	30.0	\$ 990.3	\$124.4	\$1,114.7
Site Investigation (A/E)	0.6	0.0	0.6	0.0	8.5	8.5
Design Costs (A/E)	7.4	3.8	3.6	53.8	50.9	104.7
Admin Costs (DOIPF)	0.4	0.0	0.4	0.0	5.7	5.7
Design Costs (DOIPF)	3.4	0.0	3.4	0.0	48.1	48.1
Const Admin Costs <sub>2</sub> (DOIPF)	4.9	1.3	3.6	18.4	50.9	69.3
Contingency Fund	7.0	0.0	7.0	0.0	99.0	99.0
TOTAL				\$1,062.5	\$687.5	\$1,750.0

<sup>1</sup> The Federal Government normally funds this type of construction 75%. However, there are certain features on these buildings which the government will not support and therefore must be funded by the State. These features are required either by State code, are required to further support the civilian use of the facility, or are required by the State mission of the National Guard.

<sup>2</sup> The Federal Government will normally support any change orders to the construction contract at the same level as the construction contract. However, they must meet the federal criteria and be approved by the Federal Government prior to the State giving the contractor the notice to proceed. Any other change order must be funded by the State. If this money is not used under this project, it will be returned to the appropriate fund after completion of the project.

CATEGORY Public Protection AGENCY Military Affairs PROGRAM Life & Property

PROJECT TITLE Amory

35b

PROPOSED PROJECT  
ANALYSIS

REVISED  
DATE

000036

IV. ANALYSIS OF ESTIMATE OF OPERATIONAL EXPENSE: A new facility will be considerably more efficient to run with an anticipated 20 percent savings in operational expenses on an annual basis. Inflation will offset part of the savings but the continued deterioration of the Sitka armory will cause our operational expenses to skyrocket. All employees are federally paid except the custodian.

V. IDENTIFICATION OF ALTERNATIVES CONSIDERED: If we continued to utilize this facility as is, we will be subjecting our personnel probable injury due to structural collapse. We have pursued possible leasing of alternate facilities in Sitka but no facilities exist that could be utilized. If a new structure does not become available in the near future, the Sitka unit will have to be disbanded.

CONTINUATION FORM

CATEGORY Public Protection AGENCY Military Affairs PROGRAM Life & Property  
PROJECT TITLE Armory  
01 1033 (7/79)

35

REVISED DATE \_\_\_\_\_

000037

Copies to all members

# PIONEER JAYCEES



POST OFFICE BOX 309 — JUNEAU, ALASKA 99802

Representative Charles Parr  
Pouch "V"  
Juneau, Alaska 99811

Dear Rep. Parr:

On behalf of the Pioneer Jaycees, I would like to invite you to a meeting of the Pioneer Jaycees to be held on Sunday March 9<sup>th</sup>, 1980 from 1:00 - 3:00 PM. This meeting will be held in the Dining Room at the Southeast Regional Correctional Institution (SERCI).

One of the topics on the agenda will be the lack of available funding for any alcohol and drug rehabilitation programs. Another topic for discussion will be the School program and the funding problem for it. CETA funds will be cancelled on June 31<sup>st</sup>, due to a new ruling that inmates are not eligible for CETA programs. We would like to see this program continue because without it, there is no rehabilitation here.

I would also ask that you invite the other members of the House Judiciary Committee to this meeting. This is a matter of vital importance to the inmates here at SERCI.

If you will be able to attend this meeting, would you please contact Dan Carothers, the Institutional Counselor, during the hours of 8:30 - 4:00 PM, before March 7<sup>th</sup>, 1980 so that we can have a full list of those persons who will be attending this meeting. We need this list for Institutional Security Purposes.

I would also like to apologize for the short notice, but we have been having problems obtaining final approval for this meeting from the administration.

Thank you for your time and consideration of this matter.

Awaiting a favorable reply.

Respectfully;

*William Hawley*  
President - Pioneer Jaycees  
William Hawley

*Corrections Bond Issue*

NOTES--HOUSE JUDICIARY COMMITTEE TESTIMONY

November 30, 1979, Anchorage

Roger Endell, Justice Center, UAA

*"The Corrections Center Study, State Legislative Options"*

In April of 1978 I completed a study for the Legislature for the Alaska Division of Corrections. In the preface to that study I indicated that large sums of money had been directed toward researching correctional problems. These projects included: \$33,000 for an Anchorage pre-trial detention study; \$50,000 for development of Phase I of the master plan; \$143,000 for the Justice Facilities Planning Study; \$111,000 for development of Alaska Criminal Justice Facility Standards; and \$183,000 for the Corrections/Master Plan for the State of Alaska. This list does not include the routine correctional budget, supplemental appropriations, capital improvement projects approved by the voters of approximately \$30 million, nor smaller grants or expenditures for lesser projects.

The one-half million plus dollars I have listed for research and planning purposes to guide the future of correctional policy has now been spent. We now have the results of those work efforts. It is now time for the legislative and executive branches of government to make rational decisions based on the results of these several projects so that the taxpayers receive a fair return for their investment. It is not the time for emotional discussions which ignore the fruits of these projects.

In December of 1978 the Justice Center sponsored the Legislative Conference on Corrections. We had as speaker at that conference members of the state legislatures of Hawaii, Oregon and

Florida as well as Mr. Richard Pettigrew of the White House staff. As far as I know we were the first state in the nation to sponsor such an interstate legislative exchange of problems and potential solutions concerning corrections. The Center has also conducted two annual statewide criminal justice conferences to discuss justice issues, the last having been completed just last month. At the earlier conference Mr. Pettigrew, fresh from the White House, warned that to bring reform to our correctional system would require boldness, and a determination from our legislators that correctional changes must be made. He stated clearly that these changes would require legislative courage at a time when the public wants relief from being further victimized by criminal and deviant behavior. To continue to provide for more of the same, that is, more prisons, more cells, more restrictive punishments through harsher sentences would not only be ineffective in reducing the crime rate, it would add a further very expensive burden to the taxpayers.

It is my opinion that taxpayers are being twice victimized by our present system. We have no difficulty identifying the actual victim of a criminal act, but the community of taxpaying citizens is also being victimized by having to pay for the extremely high cost of incarceration. An example might be found in the present \$30 million bond issue for new institutions in this state each of which, on the adult side, is a replacement facility--not providing new prison space or beds, and is the present \$25 million D.O.C. budget.

I suggest that it is now time to make critical correctional decisions and your opinion, those of you on this committee, will play a crucial part in this decision making process. As the sentencing provisions of the new criminal code will reflect, there is a cry to

get tough on crime and criminals. But at what cost? How much are you, or the taxpayers willing to pay in order to be tough? Will getting tough reduce the crime rate? The evidence available to us from national level research is that building more prisons has absolutely no effect on the crime rate.

This is no longer a liberal vs. conservative argument. We must make decisions on facts--what we know as opposed to what we think or feel may be right. I like to think that I am neither a flaming liberal nor an arch conservative. The business that you are about calls for the same logic but further requires that you both represent and lead your individual constituencies. On emotion laden issues your job may not be an easy one as Mr. Pettigrew warned.

The two master plan summaries I have prepared for your use make it emphatically clear that the traditional answer to solving correctional problems, that is in building more prisons, will cost Alaskans multi-millions of dollars. That may be okay if the taxpayers are willing to take on this additional burden.

On the other hand, we have indications at hand which demonstrate that our present correctional system, that is the institutional side of corrections, is right now at full capacity and in fact is overflowing into the Federal Bureau of Prisons system. At the same time the new criminal code will cause an additional and probably severe demand for additional institutions. Estimates of the impact of the new code range as high as a 50% increase in our institutional space requirements, i.e., a doubling of our present capacity due primarily to the elimination of parole, more punitive statutory good time provisions, the elimination of meritorious and extra-meritorious good time, and the limiting of judicial discretion for repeat offenders. For example, Charles Campbell, Director of

Corrections, tells me that under the new code, 40% of the offenders now on probation will not be eligible for that sentencing alternative under provisions of the new code. This is in spite of the fact that probationers in Alaska have only a 12% failure rate, half of which are due to technical, not criminal, violations. These figures would tell any rational man or woman that we can afford to affectively supervise more people on probation not fewer, and that this can be done without increased risk to the public and the tremendously high cost of incarceration. Again, logic and economics have provided a clear message for us.

I am not proposing, nor does the master plan, that we let more people go, that we soften our approach to crime, or that we further frustrate the hard working law enforcement officers in this state. I am suggesting, as does the correctional master plan, that we redirect our efforts, our money, our personnel toward effective and close supervision of our low risk offender population in other than additional prisons. In 1974 Alaska had approximately 400 prisoners locked behind bars in-state and out. In 1979 we have approximately 800. In a short 5 years our prison population has doubled. There is no evidence that this rate of exallation will decrease. There is a substantial probability that it will in part increase. Since our system is now full, where will you put these people?

We should make every effort to prevent crime and we do have reasonable means available to help to do this. How much money and effort are you willing to put into crime prevention efforts?

We should make every effort to catch and convict more criminals and delinquents. How much money and effort are you prepared to direct toward increased law enforcement effectiveness?

We should correct the behavior of those caught and convicted. Here also more money is required, for although we may prevent some crime and catch and convict more criminals and delinquents we must by the laws that you the legislature have passed, supervise and provide custody for these people. The question here is not how much money and effort you are willing to spend but how you will direct that it be used, for it must be provided if you are to avoid a future which I might otherwise predict will be one of both inmate writs and possibly riots due to inadequate and unconstitutional care.

The State of Alaska is at a crossroads. I could more fully outline two potential future scenarios, had I more time, depending on the decisions you make with regard to the future of corrections.

One scenario involves the building of several new prisons in Alaska costing multi-millions of dollars for the purpose of locking up, in a traditional sense, the offenders that our new criminal code will provide.

The second scenario reflects the realities of economics which might better be directed toward merely remodeling our present institutions to provide for approximately 200 new prison beds, but more importantly adding up to 222 new correctional staff at a cost of roughly \$6.4 million and directing them <sup>to</sup> develop strong alternatives to the prison. This scenario should include a strong restitution and community service concept to literally allow offenders the opportunity to earn their way to freedom in economic terms. By putting our 800 and more incarcerated offenders to work doing public works projects, perhaps including the construction of new jails and other public facilities particularly in rural Alaska, the taxpayers can receive a measure of relief from the tax bite and offenders can benefit from learning to complete honest work. We should pay them

a reasonable wage, and they in turn should reimburse the victim and the state, keep their families off of welfare, put aside savings toward release and in fact be released when they have earned their way out of jail.

The cost of even 222 new correctional personnel at \$6 million is not half the probable cost of even one new medium security institution. Where do you want to put your money?

A third possible scenario might be that we do nothing. That would mean that we do what has traditionally been done in the field of corrections, i.e., become reactive to events, traumas, as they occur.

We have not before us the opportunity to be proactive by paying close attention to our past three years and one-half million dollars worth of expenditures on research. As I see it we have the three choices I have just cited, any one of which you can as a legislative body select. But you have no choice in whether or not to make a decision. Your decision this session will have long lasting repercussions for our state. I hope you will carefully weigh the alternatives and I think that you will find that the talented and capable justice professionals that we have in Alaska will be most anxious to provide you with information necessary to making that decision.

I compliment you on holding these forums so that you might receive information critical to your work.

Thank you for inviting me to speak.

I would be happy to address your questions.

# STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

## DEPARTMENT OF LAW

OFFICE OF THE ATTORNEY GENERAL

POUCH K—STATE CAPITOL  
JUNEAU, ALASKA 99811

March 5, 1980

The Honorable Charles H. Parr  
Chairman  
House Judiciary Committee  
Alaska State Legislature  
Pouch V  
Juneau, Alaska 99811

Re: HB 562 (G. O. bonds for  
correctional, public safety,  
and military affairs  
facilities)  
Our File: J-77-062-80

Dear Charlie:

This will confirm our phone conversation this afternoon on this bill. I am sorry I did not get to you sooner with the Department of Law's comments on the "single subject" aspect. You mentioned that, although your committee held a hearing on this bill this week, you would not be reporting it out for a few days.

To avoid straining the "one-subject rule" (art. II, sec. 13, Alaska Constitution; and see Gellert v. State, 522 P.2d 1120 [Alaska 1974]), we had intended to recommend to the governor that he introduce a sponsor substitute and another bill or two, separating the different kinds of facilities covered by this bill. Although the single subject of this bill could be considered to be something like public protection, we thought it would be better not to test the rule or invite challenges which could cause difficulty in selling the bonds.

HB 562 could either be split into three separate bills -- one for the correctional facilities, one for the public safety facilities, and one for the military affairs facilities -- or it could be divided into two, with one being for the correctional and the public safety facilities and one being for the military affairs facilities. We recommend the latter.

The Honorable Charles H. Parr, Chairman  
House Judiciary Committee

March 5, 1980

- 2 -

In Thomas v. Rosen, 569 P.2d 793 (Alaska 1977), the Alaska Supreme Court held that bond authorization bills are not appropriation bills. That case involved a question of the governor's exercise of the line-item veto, but the ruling would make the one-subject rule applicable to bond authorization bills.

Thank you for your consideration of this point.

Yours truly,

AVRUM M. GROSS  
ATTORNEY GENERAL

By:   
Arthur H. Peterson  
Assistant Attorney General

AHP:md

cc: Ron Lehr, Director  
Division of Budget & Management  
Governor's Office



Official Business

# Alaska State Legislature

## House of Representatives

### Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

March 7, 1980

#### MEMORANDUM

TO: Member of the House Judiciary Committee  
FROM: Charles H. Parr, Chairman  
SUBJECT: Construction Estimates

Mr. Clemens of the Department of Public Safety called and gave the following estimates for trooper housing which he had received from Anchorage and Fairbanks contractors:

	<u>5-Mile</u>	<u>Fort Yukon</u>
	(\$ Sq.Ft.)	(\$ Sq.Ft.)
Anchorage	\$70	\$80
Anchorage	70	80
Fairbanks	70	85
Fairbanks	75	90

CS

BY THE RULES COMMITTEE BY  
REQUEST OF THE GOVERNOR

1 IN THE HOUSE

2 HOUSE BILL NO. 562

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 ELEVENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act providing for the issuance of general obligation  
7 bonds in the amount of \$22,901,200 for the  
8 purpose of paying the cost of capital improvements  
9 for correctional, ~~public safety, and military affairs~~  
10 facilities; and providing for an effective date."

*recalculated  
amt*

11 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

12 \* Section 1. For the purpose of paying the cost of capital improvements  
13 for correctional, ~~public safety, and military affairs~~ facilities, general  
14 obligation bonds of the state in the principal amount of not more than  
15 \$22,901,200 shall be issued and sold. The full faith, credit, and resources  
16 of the state are pledged to the payment of the principal of and interest  
17 and redemption premium, if any, on these bonds. These bonds shall be  
18 issued under the provision of AS 37.15 as those provisions read at the time  
19 of issuance.

*recalculated  
amt*

20 \* Sec. 2. (a) If the issuance of these bonds is authorized by the  
21 qualified voters of the state, a special fund of the state to be known as  
22 the "1980 Correctional, ~~Public Safety, and Military Affairs~~ Facilities Con-  
23 struction Fund" shall be established, to which shall be credited the  
24 proceeds of the sale of bonds described in sec. 1 of this Act except for  
25 accrued interest and premiums.

*is this  
lang  
needed  
ms?*

26 ~~(b) There is appropriated from the "1980 Correctional, Public Safety,  
27 and Military Affairs Facilities Construction Fund" to the Department of  
28 Military Affairs the amount of \$687,500, for construction of an armory at  
29 Sirka.~~

*recalculate amt.*

(c) There is appropriated from the "1980 Correctional, ~~Public Safety,~~  
~~and Military Affairs Facilities Construction Fund~~" to the Department of  
Health and Social Services the amount of \$21,110,800 allocated in accord-  
ance with the following projects and estimates:

<u>Project</u>	<u>Location</u>	<u>Amount</u>
(1) Expansion of correctional center	Eagle River	<del>\$5,547,000</del> <i>\$5,600,000</i>
(2) Upgrade and construct addition to correctional center	Juneau	<del>3,098,600</del> <i>3,100,000</i>
(3) Expansion of correctional center	Fairbanks	<del>2,602,300</del> <i>3,600,000</i>
(4) Construct regional jail facility	Nome	<del>6,989,100</del> <i>7,000,000</i>
(5) Construct pre-trial addition to correctional center	Anchorage	<del>9,879,000</del> <i>3,900,000</i>

~~(d) There is appropriated from the "1980 Correctional, Public Safety,~~  
~~and Military Affairs Facilities Construction Fund~~" to the Department of  
Public Safety the amount of \$1,102,900, allocated in accordance with the  
following projects and estimates:

<u>Project</u>	<u>Location</u>	<u>Amount</u>
(1) Construct trooper housing	Fort Yukon and 5- mile	\$ 539,600
(2) Emergency generator for dispatch center	Anchorage	563,300

\* Sec. 3. If the issuance of these bonds is authorized by the qualified voters of the state, the amount of \$80,200 or as much of that amount as is found necessary is appropriated from the general fund of the state to the state bond committee to carry out the provisions of this Act and to pay expenses incident to the sale and issuance of the bonds authorized in this

1 Act. The amounts expended from the appropriation authorized by this sec-  
2 tion shall be reimbursed to the general fund from the proceeds of the  
3 sale of the bonds authorized by this Act.

4 \* Sec. 4. The amount withdrawn from the public facility planning fund  
5 for the purpose of advance planning for the improvements financed under  
6 this Act shall be reimbursed from the proceeds of the sale of bonds author-  
7 ized by this Act.

8 \* Sec. 5. The question whether the bonds authorized in this Act are to  
9 be issue shall be submitted to the qualified voters of the state at the  
10 next general election and shall read substantially as follows:

11 Proposition

12 State General Obligation Correctional, ~~Public~~  
13 ~~Safety, and Military Affairs~~ Facilities Construc-  
14 tion Bonds \$22,901,200

*re calculate amt.*

15 Shall the State of Alaska issue its general obligation bonds  
16 in the principal amount of not more than \$22,901,200 for the  
17 purpose of paying the cost of capital improvements for correc-  
18 tional, ~~public safety, and military affairs~~ facilities?

19 Bonds Yes [ ]  
20 Bonds No [ ]

21 \* Sec. 6. This Act takes effect immediately in accordance with AS 01.-  
22 10.070(c).  
23  
24  
25  
26  
27  
28  
29

TO:  The Honorable Charles H. Parr  
Chairman, House Judiciary Committee  
Alaska State Legislature

DATE: March 3, 1980

THRU: Helen D. Beirne, *Helen D. Beirne* Commissioner  
Dept. Health & Social Services

FILE NO. \_\_\_\_\_

TELEPHONE NO. \_\_\_\_\_

FROM: Charles F. Campbell, *Charles F. Campbell* Director  
Division of Corrections

SUBJECT: FY'81 Capital Request -  
Capital Needs and  
Operational Costs

As requested on February 22, 1980, the following are updated construction costs projections and estimated operational costs per inmate for those correctional projects contained in House Bill 562.

Eagle River Correctional Center: The architect for the original Eagle River construction was contacted in February, 1979, and projected the FY'81 requested \$3,547,800 for two (2) forty (40) bed additions. The same firm was re-contacted in January, 1980, and we were advised that the earlier figure was for summer, 1979, construction without inflation costs, with inadequate DOT/PF overhead, and with underestimated furnishing expenses. The architect now projects a 1980 construction and equipment cost of \$4,000,000. Applying usual DOT/PF project percentages to this figure, total project cost will now be \$5,436,141; an increase of \$1,818,341 over the figure contained in the FY'81 Capital Request. In addition, with a doubling of inmate population, the perimeter fencing will require improvement. As presented in the earlier request, it is estimated that adequately improved fencing will require an additional \$100,000.

Required additional funding: \$1,988,341

Operating Costs: With the current rated capacity of 80, a total of FY'79 actual expenditures, personal services and commodities indicates an average annual operational cost per inmate of \$21,951.

Using 1979 figures with the additional beds totaling 160, the average cost per inmate would be \$13,351 per year.

These figures indicate that by increasing inmate population by 80 beds and adding 10.2 new staff positions, a 39.2% cost reduction (\$8,599 per year), would be realized in average operational cost per prisoner.

Juneau Correctional Center Upgrade: \$3,098,600 is contained in the FY'81 Capital Request. See comment following Fairbanks Expansion.

Fairbanks Expansion: \$3,602,300 is contained in the FY'81 Capital Request. See comment following.

The FY'81 Capital upgrade and expansion requests to add 80 individual cells at SCC/Juneau and SCC/Fairbanks. It was proposed that we take 24 dormitory beds out of service for a net gain of 56 up-to-standard beds at each facility. Further study tells us that the service cores at these facilities may not support this many additional beds. We desire a reduction in the number of individual beds to be constructed from 80 to 60 for a net gain of 36 beds at each facility.

The FY'81 Capital request specifies \$100,000 for perimeter security at Fairbanks. We now believe more effective utilization of correctional

resources would be realized if the more sophisticated perimeter is transferred to the Juneau project. Fairbanks perimeter security will be adequate if the more serious offenders are placed at Juneau, as planned.

Even with the reduced project scope we are advised by DOT/PF that cost may still exceed requested funds. Since the impact of the upgrade and expansion at SCC/Juneau and SCC/Fairbanks are similar from a system-wide program perspective, and the critical need for additional program and bed space, it is suggested that Juneau's requested \$3,098,600 and Fairbank's requested \$3,602,300 be combined as one appropriation. The Division of Corrections may then have the flexibility to plan for maximum utilization of these funds for the special need and long-term inmate population.

Required additional funds: None, providing Juneau upgrade (3,098,600) and Fairbanks Expansion (3,602,300) funds are combined.

Operating Costs: Assuming that 60 private rooms are constructed at both SCC/Juneau and SCC/Fairbanks, by taking one, twenty-four men dorm out of service, the total population increase would be 36 at each facility. Each institution would require 5.2 additional staff. Using the same FY 79 expenses as before, following is a comparison of average inmate cost per year:

SCC/Juneau - with the current 95 capacity the average cost per inmate is \$19,531 per year. With the increase to 131, the average annual cost per inmate would be \$15,713. This 19.5% figure represents a \$3,818 dollar reduction in annual operational cost per inmate.

SCC/Fairbanks - with the current 103 capacity, the average inmate cost per year is \$21,969. With the increase to 139, the average annual inmate cost per year would be \$18,023. This 17.95% reduction represents an annual reduction in operational costs per inmate of \$3,945.

Nome State Jail Replacement: Current cost estimates are uncertain, however we are advised that representative figures for these projects are 1.5 times those of the Bethel project. Based on our Bethel experience, this \$6,989,100 Capital Request is subject to question. It is likely this 36 bed project will require in the area of \$9,000,000 to construct, an increase of approximately \$2,000,000 over requested funds.

Estimated Additional Need: \$2,000,000

Operating Costs: Currently the severely antiquated Nome facility averages 22 inmates per day with a functional capacity of 30. We intend to increase capacity to 36 and upgrade program services to standard.

With current capacity, the average annual cost per inmate is \$28,397. With the increased capacity, the average cost per inmate would be \$27,875. This 1.83% decrease in average operational cost (\$522 per year) represents not only increased capacity but also programming which can not be accommodated in the existing structure. Staffing increases included in this project, using 1979 dollars, include \$25,000 for contracting part-time instructors, hiring 1 full time counselor/caseworker and 3 correctional officer II's. By simply increasing bed capacity without elevating program services to standard, we would not be able to reduce reliance on the Federal Prison

system contract placements even with the greater number of beds. Cost projections relating to this factor are difficult to figure, however the benefit of increased instate bed space is evident in reduced dependence on the Federal Bureau of Prisons and improved correctional services to the Nome area, allowing prisoners to retain family ties.

Anchorage Pre-Trial: Projections indicate that 1978 Bond funds are adequate to constructing 96 bed facility. In addition to the bond funds, the FY 81 Capital Request includes \$3,873,000. This figure would add to the bond funded 96 beds another 84 beds for a total capacity of 180. In so doing, realistic detention needs (above the 96 bed figure) will be met, and the Third Avenue classification facility could be closed with that function being moved to the new structure. DOT/PF projections indicate that by combining bond monies and the FY 81 Capital Request, the 180 bed structure could be built; assuming direct legislative appropriation (initial design and co-construction is less costly and no additional inflation costs); construction on state owned land; and transfer of the \$1,800,000 currently identified for site purchase to the construction fund. However, should the structure be placed on a site requiring acquisition costs, either that additional amount would need funding or the 180 bed project would of necessity be drastically reduced and Third Avenue would be forced to continue in operation.

Estimated additional need: None if placed on state owned land. Approximately \$1,200,000 if site must be acquired.

Operating Cost: Totaling the average cost per inmate at both the Annex and Third Avenue, we see current average operational costs per inmate \$17,732 per year. By combining the two facilities into one 180 bed operation, the average operating cost per inmate in 1979 figures would be \$15,783. This 11% reduction in operating costs per inmate represents an annual decrease of \$1,949 per inmate. These figures are primarily based upon deletion of duplicate positions: one Superintendent, one Assistant Superintendent, one Clerk/Typist, one Cook and four Correctional Officers. However, one additional officer was added, and greater efficiency may be anticipated in items such as fuel consumption, ordering, maintenance, etc.

Summary:

Eagle River Correctional Center: \$1,988,341 is needed for the Capital project, and a reduction in annual operating costs of 39.2% per inmate is anticipated.

Juneau Correctional Center: No additional funds are requested, however there is concern that requested funds will not be adequate to add 36 beds and therefore it is suggested that this project be combined with the Fairbanks project. An additional 36 beds would reduce annual operating costs per inmate by 19.5%.

Fairbanks Correctional Center: We suggest this be combined with Juneau funds. An additional of 36 beds would reduce annual operating costs per inmate by 17.95%.

Nome Correctional Center: Approximately \$2,000,000 additional is needed to complete this Capital project. A reduction in average operating costs per inmate of 1.83% is anticipated, however the increased capacity would be accompanied by improved programming and thereby relieve some reliance upon

Continued  
Page 4

the Federal Bureau of Prisons.

Anchorage Pre-Trial: No additional Capital funds are necessary providing this site is already state owned. Otherwise, approximately \$1,200,000 in site acquisition costs will be necessary if the 180 bed complex is to be assembled. This proposed merger of the Annex and Third Avenue functions would represent an 11% reduction in annual operating cost.

We will be happy to explain or expand upon this material at your request.

CFC:ph

# STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

## DEPT. OF HEALTH AND SOCIAL SERVICES

DIVISION OF CORRECTIONS

POUCH H-03  
JUNEAU, ALASKA 99811

February 29, 1980

Document# 13-80

The Honorable Charles H. Parr  
Alaska State Legislature  
Pouch "V"  
Juneau, Alaska 99811

Dear Mr. Parr:

When I met with the House Judiciary Committee on February 22, 1980, you asked that we provide additional information with respect to current cost estimates for the G.O. Bond projects listed in H.B. 562. You also wanted information with respect to proposed bed space capacity for the Nome Jail and information regarding operating costs. All of this information will be provided for you and the other Committee members in a separate letter.

Meanwhile, I would like to respond here to four additional areas of information requested by you, by Representative Anderson, by Representative Barnes and by Representative O'Connell.

1. Representative Anderson voiced his concern with respect to programs of alcoholism counseling and rehabilitative programs. He expressed his unwillingness to support new construction on the part of the Division of Corrections without written assurances as to the intent of the Department of Health & Social Services with regard to providing adequate programs. I have asked Commissioner Beirne to respond to this request. She has done so in a separate letter; copies will be provided for members of the Committee
2. You reminded the Committee and me of the recent tragic riot at the New Mexico State Prison and inquired as to what kind of contingency we might be able to build into new facilities, designed to aid in the quelling of disturbances which might arise in the future.

Your concern is appropriate. It is essential for those of us who are in charge of prisons to be constantly alert to the signs which might indicate the beginnings of serious trouble. We do not have in mind, however, to build into the structures any kind of system designed to control disturbances. For a number of years there have been discussions regarding systems of the sort you may have in mind, but the technology for such a system has not been developed. The various gas agents which are occasionally used for controlling disturbances in prisons and elsewhere are potentially dangerous. They must be used by well trained people with great care and discrimination.

The Honorable Charles H. Parr  
Page 2  
February 29, 1980

Each of our institutions has an emergency plan, and our officers are trained in the use of equipment which might become needed in the event of disturbances.

Recently we sent two of our higher level employees to special training courses funded by the Law Enforcement Assistance Administration in dealing with hostage situations. A seminar will be conducted in April for all of our superintendents on this same subject. Several of us have had experience in dealing with hostage situations, and I can assure you that we have the capability of handling such matters in accordance with techniques which have proven to be most successful.

Far and away the best safeguard against riots and disturbances in prisons, however, is the avoidance of those conditions which cause them. Almost invariably there are warning signs in advance of the outbreak of disturbances.

My belief is that we have perhaps been more vulnerable to disturbances over the past several years than we are likely to be in the future. As you know, we have been short staffed in our institutions. Prisoners not only need supervision, they also need access to the staff. Otherwise communication between staff and inmates breakdown. This can result in a dangerous situation. Idleness and an absence of a reasonable range of rehabilitative opportunities also result in unrest and dissatisfaction among prisoners. If you will review the literature on prison riots, you will see that they simply do not occur where jurisdictions have made an adequate effort to address these kinds of problems. I have personally made the strongest effort I know how to communicate to the superintendents in our institutions my views with respect to such matters. There is broad ranging concern about prison conditions in the State and measures are being taken to make improvements where needed. I believe there is a perception throughout the State that we are slowly but surely moving toward development of a sound and responsive correctional system. I assure you, however, we will avoid becoming complacent about the kind of danger you called to my attention.

3. Representative O'Connell requested additional information with respect to visiting conditions at Eagle River. I was interested in his observations inasmuch as he had indicated that he had not visited the institution as a legislator or as a state official, but in the same manner in which persons routinely visit prisoners at the facility. This would enable him to make a judgment about conditions which would be especially valid.

While in Anchorage this week, I conferred with Superintendent Krause and made a study of the dimensions of the visiting room and looked into the visiting policy at the Eagle River institution. Representative

The Honorable Charles H. Parr  
Page 3  
February 29, 1980

O'Connell is correct in noting that visiting conditions there are far from ideal; 350 sq. feet are provided for a visiting room. The problem with this relatively small space is that during those times of the week when several families would be visiting, conditions will undoubtedly be quite crowded and private conversation would hardly be possible. Ironically, however, conditions for visiting are better at Eagle River than anywhere else in the Alaska prison system.

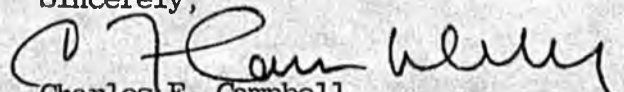
Because of his awareness of cramped conditions in the visiting room, Superintendent Krause has been making a staff conference room immediately adjacent to the visiting room, available for visiting on days when several families are visiting. This has alleviated the problem to some extent. In addition, Eagle River's visiting hours are liberal. Visiting is allowed until 9:00 p.m. every evening. The inmates at the institution are being urged to schedule visits, when possible, at times of the week when crowding is less likely to be a problem. During the warmer weather, an outside visiting yard is being used. The Eagle River climate does not make it practical, however, to count on this arrangement for more than three or four months out of the year.

The Eagle River facility is excellent in virtually all other respects. It is unfortunate that better visiting arrangements were not designed in initially. In view of the serious deficiencies in conditions of confinement throughout the system, however, I do not think we can justify giving the visiting situation a high priority as opposed to other construction needs. I will continue to give attention to this matter and will work with Mr. Krause toward further means whereby we will be able to alleviate the problem. I will also take another careful look at visiting problems elsewhere in the State.

4. Representative Barnes asked for the names of those who served on the Citizens' Advisory Committee for selection of a site for a pre-trial facility in Anchorage. Representative Barnes also wanted to know how the Committee was selected. The Committee was selected by me on the basis of recommendations from Commissioner Beirne and others knowledgeable about Anchorage. I was unfamiliar with Anchorage at the time this committee was selected last summer, but great care was taken to bring together a representative group. It included a police official, an ex-offender and others who represent a variety of perspectives. I can say that divergent points of view were expressed. Representative Barnes' opposition to our selection of the API/MYC site for the new jail was strongly supported by members of the Committee. The names of Committee members are attached.

My hope is that I have responded adequately to the various points of information requested by the Committee.

Sincerely,

  
Charles F. Campbell  
Director

ANCHORAGE CITIZENS' ADVISORY COMMITTEE

FOR

PRE-TRIAL FACILITY

Roger Endell, Chairman  
Norman Bessman  
Sairuddin Abdullah  
Dick Anglemeyer  
Juana Cole  
Dr. Raymond Fedje  
Janelle Fernandez  
John Lilljenstolpe  
Margie MacNeille  
Paul McGee, Jr.  
Donna Mathews  
Mike Meehan  
Rick Nerland  
Major Brian Porter  
Kalen Sacton  
Allen Tesche  
Ethan Windahl, Magistrate  
Julie Winegarden

PROJECT TITLE Fort Yukon & 5 Mile Housing		LOCATION(S) Fort Yukon & 5 Mile	AREA SERVED Haul Road & Bush Vicinity	ELECTION DISTRICT(S) 19
OBJ. NO(S) 4,5	OPERATING BUDGET BRUI(S) Detachments & CIB	NAME(S)	BUDGET COMPONENT NUMBERS 06-62-01-01-01	START DATE 6-81
PROJECT NARRATIVE		PROJECT TYPE		COMPLETION DATE 9-81
I. Project Need		<input checked="" type="checkbox"/> Building Construction (C) <input type="checkbox"/> Other Improvement (I) <input type="checkbox"/> Equipment (E) <input type="checkbox"/> Land (L) <input type="checkbox"/> Professional Services (P) <input type="checkbox"/> Other (O)		APPROPRIATION REQUEST
1. In FY-79, \$150,000 was transferred from DOT/PF via interagency agreement. The low bid for housing at the 5 Mile Haul Road Camp was received (H60026) on June 28, and totalled \$129,737. Available funds would not permit construction of the desired two AST housing units.		PROJECT CHARACTERISTICS <input checked="" type="checkbox"/> Totally New Facility <input type="checkbox"/> Addition to Existing Facility <input type="checkbox"/> Renovation of Existing Facility <input type="checkbox"/> Major Maintenance or Repair <input checked="" type="checkbox"/> Supplement Previously Authorized Funds to Enable Completion <input type="checkbox"/> One of Several Phases <input type="checkbox"/> Major External Funding Source <input type="checkbox"/> Other		1002 FED. RCPTS. 1003 G/F MATCH 1004 GEN. FUND 539.6 1005 I/A RCPTS. G.O. BONDS TOTAL
2. The 5 Mile Camp housing would provide law enforcement personnel near existing patrol areas. Many accidents, thefts, and assaults are still occurring on or near the pipeline. Patrols deter crime, although reported crimes increase. Adjacent village along the pipeline could also be visited more frequently. Response time, including search and rescue emergencies, could also be increased by approval of CIP 81-5, an aircraft hangar at 5 Mile Camp.				GOVERNOR'S RECOMMENDATION APPROVED DEFERRED DISAPPROVED <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
3. Chapter 80, SLA 79 appropriated \$87,400 to build one housing unit for AST in Fort Yukon. Because of unpredictably high bids, it is expected that existing funds will not be adequate.				1002 FED. RCPTS: 1003 G/F MATCH 1004 GEN. FUND 1005 I/A RCPTS. G.O. BONDS 539.6 TOTAL 539.6
4. The CIPA funded Angel study concluded that bush residents face higher risks of: accidental death or injury, fire, homicide, suicide, rape or aggravated assault. Besides responding to routine enforcement concerns, search and rescue capabilities would also be increased.				NO YES SITE FEATURES <input type="checkbox"/> <input checked="" type="checkbox"/> Site Currently Owned? <input type="checkbox"/> <input checked="" type="checkbox"/> All Titles Available? <input type="checkbox"/> <input checked="" type="checkbox"/> Access Already Available?
OPERATIONAL COST & NO. PERSONNEL		FIRST OPERATING YEAR	ULTIMATE ANNUAL YEAR	PREVIOUS YR-PRIORITY
INCREASE (DECREASE)		YEAR 82	YEAR 83	N/A
FUNDING SOURCE	FED. RCPTS.			AGENCY PRIORITY
	GEN. FUND			81-1
TOTAL ANNUAL OPERATIONAL COST		N/A	N/A	GOVERNOR'S PRIORITY
POSITION (FTE)				81-1

CATEGORY Administration of Justice AGENCY Public Safety PROGRAM Crime Identification & Apprehension

01-1035a (7/79)

35a

PROPOSED CAPITAL PROJECT

REVISED DATE 10-4-79

000043

CAPITAL PROJECT EXPENDITURES (CASH FLOW)	TOTAL	BUDGET YEAR	BUDGET YEAR Plus 1	BUDGET YEAR Plus 2	BUDGET YEAR Plus 3	BUDGET YEAR Plus 4	REMAINING COST
Planning and Engineering							
Land							
Construction							
Equipment							
Administration and Other							
Total Annual Expenditure (Capital Cost)							

CONTINUATION OF NARRATIVE

II. Project Description

1. The residences (2 at 5 Mile, 1 at Fort Yukon) are planned to be 1,376 square feet with a 288 square foot attached garage.
2. Specifics can be provided by DOT/PF (H60026) bid info.
3. Land in both locations has been identified.

III. Estimated Capital Costs

1. The appropriation request combines facilities so that funds not needed for one might be used on the other if needed.
2. DOT/PF Life Cycle cost estimates are used. Site acquisition cost is not included in the cost estimate (State land will be used).

		5 Mile		Ft. Yukon	
\$777,000	Needed	Site & Design	\$ 33,000	Site & Design	\$ 40,000
-237,400	Available	Construction	209,000	Construction	253,000
<u>\$539,600</u>	Requested		<u>242,000</u>		<u>293,000</u>
			x 2		+484,000
			<u>\$484,000</u>		<u>\$777,000</u>

IV. Estimated Operating Costs

1. The Department of Administration Housing Program will have ample lead time to budget for operating expenses if this request is approved since construction is not expected to start until FY-82.

CATEGORY Admin. of Justice AGENCY Public Safety PROGRAM Crime Identification & Apprehension

PROJECT TITLE Ft. Yukon & Five Mile Housing

35b

PROPOSED PROJECT  
ANALYSIS

REVISED  
DATE 10-4-79

000044

2. Substantial utility and rent costs can be expected. Cost-of-living differentials are designed to offset higher than normal living costs, in accordance with the current housing policy.

V. Alternatives

1. Some level of service can still be provided on an infrequent basis from other posts, but travel and charter budgets have been reduced significantly so routine service cannot be frequent.

CONTINUATION FORM

CATEGORY Admin. of Justice AGENCY Public Safety PROGRAM Crime Identification & Apprehension

PROJECT TITLE Ft. Yukon & 5 Mile Housing

REVISED DATE 10-4-79

000045

Mike Clemens, Finance Officer  
Div. of Administrative Services  
Department of Public Safety

DATE: September 21, 1979

FILE NO: H310

TELEPHONE NO:

FROM:

*AHL*  
A.H. Longacre, Associate Cost Analyst SUBJECT:  
Facility Procurement Policy  
Department of Transportation  
and Public Facilities

As requested by you on 9/17/79, a LCC review and analysis was performed on your proposed capital budget.

Unfortunately, most projects could not be properly analyzed either because of a lack of data in the data base, or because the project type did not lend itself to LCC analysis. An LCC waiver for these projects is granted by this office.

The following projects were able to be analyzed by this office. The results, by project, are:

Note: All results are in escalated dollars.

Warehouses Sand Point

Sand Point:

Site & Design - \$13,000  
Construction - \$80,000

Sitka

Site & Design - \$11,000  
Construction - \$68,000

Housing

Fort Yukon

Site & Design - \$ 40,000  
Construction - \$253,000

5 Mile: (each house)

Site & Design - \$ 33,000  
Construction - \$209,000

No alternatives were evaluated in these analyses.

AHL/TK1

THE FOLLOWING DOCUMENT(S) MAY NOT FILM  
LEGIBLY BECAUSE OF POOR QUALITY OF THE  
ORIGINAL.

ASSUMPTIONS USED IN LIFE CYCLE COST ANALYSIS  
FORM NO. 08/08/78 AF 11.908 FAIRBANKS TIME

SAFETY

NOTE THAT YOUR INPUTS ARE ALREADY INCLUDED IN THE ASSUMPTIONS

ASSUMPTION

NUMBER ASSUMPTION AND ITS VALUE

PHYSICAL ASSUMPTIONS

- 1 BUILDING TYPE 16.03
- 2 BUILDING GROSS SQUARE FOOTAGE 1664
- 3 LOCATION -- FORT YUKON

TIME ASSUMPTIONS

- 4 SITE AND DESIGN BEGINS IN YEAR 1980
- 5 SITE AND DESIGN, YEARS DURATION 2
- 6 CONSTRUCTION BEGINS IN YEAR 1981
- 7 CONSTRUCTION, YEARS DURATION 1
- 8 MAINT. & OPER. BEGINS IN 1981
- 9 BUILDING LIFETIME IN YEARS 25

COST AND ECONOMIC ASSUMPTIONS

- 10 SITE AND DESIGN COSTS AS A PERCENTAGE OF THE CONSTRUCTION COSTS 18 %
- 11 CONSTRUCTION COST PER GSF, ON-SITE, TODAY'S \$ \$ 122.71
- 12 MAINT. & OPER. COST FOR TYPE 16.03 IS UNAVAILABLE
- 13 FORECAST CONSTRUCTION INFLATION RATE 7.5 %
- 14 FORECAST MAINT. & OPER. INFLATION RATE 15 %
- 15 DISCOUNT RATE 10.5 %
- 16 G.O. BOND INTEREST RATE -- N.A.
- 17 NUMBER OF G.O. BOND PAYMENT PERIODS -- N.A.
- 18 FUNDING SOURCE IS: STATE GENERAL FUND OR OTHER FUNDS

NORMALLY THE COST SUMMARY WILL BE IN TODAY'S DOLLARS.  
WOULD YOU LIKE THE COST SUMMARY IN ESCALATED DOLLARS?  
(YES OR NO)

DEPARTMENT OF PUBLIC SAFETY  
COMMISSIONER'S OFFICE  
Juneau, Alaska

FEB 20 1980

\*\*\*\*\* LIFE CYCLE COST ANALYSIS SUMMARY \*\*\*\*\*

◆ COST SUMMARY IN ESCALATED DOLLARS:

◆ (ALL AMOUNTS IN THOUSANDS OF DOLLARS)

- ◆ SITE AND DESIGN COST \$ 40
- ◆ CONSTRUCTION COST \$ 253
- ◆ MAINT. AND OPERATION COST \$ (UNAVAILABLE)
- ◆ FUTURE CASH FLOW TOT \$ 293
- ◆ MAINT. & OPER. COST NOT INCLUDED
- ◆ REAL PRESENT VALUE \$ 122
- ◆ UNIFORM ANNUAL COST \$ 14

ING ASSUMPTIONS USED IN LIFE CYCLE COST ANALYSIS  
IONS ON 09/18/79 AT 11.962 FAIRBANKS TIME.

SAFETY

RE THAT YOUR INPUTS ARE ALREADY INCLUDED IN THE ASSUMPTIONS

ASSUMPTION

NUMBER ASSUMPTION AND ITS VALUE

PHYSICAL ASSUMPTIONS

- 1 BUILDING TYPE 16.03
- 2 BUILDING GROSS SQUARE FOOTAGE 1664
- 3 LOCATION--LIVENGOOD

TIME ASSUMPTIONS

- 4 SITE AND DESIGN BEGINS IN YEAR 1980
- 5 SITE AND DESIGN YEARS DURATION 2
- 6 CONSTRUCTION BEGINS IN YEAR 1981
- 7 CONSTRUCTION YEARS DURATION 1
- 8 MAINT. & OPER. BEGINS IN 1981
- 9 BUILDING LIFETIME IN YEARS 25

COST AND ECONOMIC ASSUMPTIONS

- 10 SITE AND DESIGN COSTS AS A PERCENTAGE  
OF THE CONSTRUCTION COSTS 18 %
- 11 CONSTRUCTION COST PER GSF, ON-SITE, TODAY'S \$ 100.9
- 12 MAINT. & OPER. COST FOR TYPE 16.03 IS UNAVAILABLE
- 13 FORECAST CONSTRUCTION INFLATION RATE 7.5 %
- 14 FORECAST MAINT. & OPER. INFLATION RATE 15 %
- 15 DISCOUNT RATE 10.5 %
- 16 G.O. BOND INTEREST RATE -- N.A.
- 17 NUMBER OF G.O. BOND PAYMENT PERIODS -- N.A.
- 18 FUNDING SOURCE IS: STATE GENERAL FUND OR OTHER FUNDS

NORMALLY THE COST SUMMARY WILL BE IN TODAY'S DOLLARS.  
WOULD YOU LIKE THE COST SUMMARY IN ESCALATED DOLLARS?  
(YES OR NO)

\*\*\*\*\* LIFE CYCLE COST ANALYSIS SUMMARY \*\*\*\*\*

\*\*\*\*\* COST SUMMARY IN ESCALATED DOLLARS: \*\*\*\*\*

(ALL AMOUNTS IN THOUSANDS OF DOLLARS)

- \*\*\*\*\* SITE AND DESIGN COST \$ 233 \*\*\*\*\*
- \*\*\*\*\* CONSTRUCTION COST \$ 209 \*\*\*\*\*
- \*\*\*\*\* MAINT. AND OPERATION COST \$ (UNAVAILABLE) \*\*\*\*\*

\*\*\*\*\* FUTURE CASH FLOW TOT \$ 242 \*\*\*\*\*  
\*\*\*\*\* MAINT. & OPER. COST NOT INCLUDED \*\*\*\*\*

\*\*\*\*\* REAL PRESENT VALUE \$ 150 \*\*\*\*\*  
\*\*\*\*\* UNIFORM ANNUAL COST \$ 12 \*\*\*\*\*

THE PRECEDING DOCUMENT(S) MAY NOT FILM  
LEGIBLY BECAUSE OF POOR QUALITY OF THE  
ORIGINAL.

## DIVISION 3 - PHYSICAL CRITERIA

### A. FOUNDATION

Foundation system shall be an engineered mudsill system consisting of timber posts, crossbracing and laminated or solid continuous treated wood sills. All connections to be thru bolted. Contractor to provide drawings stamped by a registered structural engineer before constructing mudsill foundation. Foundation to provide a distance of approximately 3'0" from grade to finished floor.

### B. SKIRTING

Building(s) shall be completely skirted with a perimeter skirting system extending from grade to the bottom of the floor structure. Skirting shall be constructed of 2 x 4 framing members on a maximum of 24 inch centers with both a top and bottom plate, and covered with a minimum of 1/2 inch thick C-D exterior plywood. A hinged and latched 24 inch wide access door shall be provided in a convenient location on each end of the unit. The skirting system shall be constructed in modules with a maximum length of 12 feet. Individual modules shall be connected to each other with bolts or duplex nails. Skirting shall be fastened to the underside of the unit with duplex nails. Brace or secure skirting to maintain neat and plumb condition.

### C. STRUCTURE

1. Building(s) shall be constructed utilizing factory built panels, factory built modular units or conventional wood frame components; however in any case building(s) shall be designed and constructed so that they can be disassembled into two 12 foot wide structural sections for future removal and reassembly. All exterior walls or wall panels to be framed utilizing 2" x 6" members 16" o.c. Ceiling heights to be minimum of 7'-6".
2. Bidders shall assume that the structure(s) and associated equipment will be placed and operate under arctic conditions. Designers shall account for extreme cold temperatures, wind, snow, rain and blowing snow.
3. Interior and exterior finishes shall be easily maintained; shall resist damage by impact, shall resist corrosion, shall prevent air leakage and shall provide thermal protection at the design temperatures designated.
4. Roof shall be guaranteed for five years.
5. Interior partitions to be framed with nominal 2" x 4" members 16" o.c.

5. 6 mil polyethene vapor barrier or equal to be installed at all exterior walls, floor and ceiling.

D. WINDOWS

1. All windows shall be factory assembled primed wood casement units complete with double pane welded, insulating glass, triple glazing storm panel, and removable insect screens. Approved manufacturers are: Caradco, Pella and Anderson.
2. Insulate space between back side of window frame and rough framing.
3. Minimum unit size shall be 24" x 36" with minimum 50% operable.

E. EXTERIOR DOORS

1. All doors shall be 3'-0" x 6'-8" x 1 3/4" steel clad insulated core door with magnetic weatherstripping.
2. Hardware: Schlage or equal. Provide 5" backset.
3. Provide combination wood storm and insect door.

F. INTERIOR DOORS

1. Prefinished 1 3/8" hollow core mahogany door. (Solid core at utility room.)
2. Doors shall be accurately and precisely fitted and hung. Clearance at jambs and head shall be 1/16" to 1/8" and 1/2" over floors. Bevel all closing edges. Cut doors for latch sets so that the center of the latch set will be 38" above the finished floor.
3. Hardware: Schlage or equal.

G. FINISHES

1. Floors:
  - a. Carpet: Nylon "plush" type with 5/8" thick waffle type pad complete with metal edging strips, door threshold strips and all fasteners required. Submit carpet color samples for selection and approval.
  - b. Vinyl: Armstrong "Quiet Zone", or equal, vinyl corlon, cushioned back, or equal. Submit sample and colors for approval.  
Installation: Lay over cleaned and properly prepared floors in strict accordance with the manufacturer's directions using waterproof adhesive recommended by the flooring manufacturer. Lay in full 6' wide strips where practicable, lengths as long as possible to minimize joints. Provide all necessary material trim for a complete and workman-like job.
  - c. Base: Install 2 1/2" wood base all exposed areas.

2. Stud Walls and Partitions:  
1/2" gypsum wallboard with tapered edges, 4 feet wide. Finish by reinforcing wall and ceiling angles and inside corners with Perf-A-Tape and joint compound. Joints, screw heads and other depressions shall then be treated and finished using Perf-A-Tape joint system according to best trade practices. All work in accordance with methods recommended in U.S. Gypsum Company's "Gypsum Construction Handbook, 1978 edition" for smooth or textured finish.
3. Ceilings:  
5/8" gypsum wallboard finish as per #2 Walls.
4. Painting Schedule - Interior Surfaces:
  - a. Gypsum wall board - Two coats Glidden Spred latex Semi-Gloss Enamel, roller applied.
  - b. Wood - One coat Glidden 5005 undercoat, two coats Spred-Latex Semi-Gloss Enamel.
  - c. Interior Wood Doors - Two coats polyurethane varnish. Roller or spray apply to all faces including tops and bottoms before doors are hung.
  - d. Metal - If not primed apply one coat primer No. 4570, two coats Spred-Latex Enamel.
5. Painting Schedule - Exterior Surfaces:
  - a. Exterior Plywood Siding - One coat heavy bodied oil stain Olympic, or equal.
  - b. Exterior Wood Fascias, Trim, Porches, Etc. - One coat heavy bodied oil stain, Olympic or equal.
  - c. Exterior Primed Metal Surfaces - Touch-up primer and two coats Glidden Alkyd Industrial Enamel or equal.
  - d. Exterior Galvanized Flashings - One coat No. 5229 primer, two coats Glidden Alkyd Industrial Enamel, or equal.
  - e. Exterior Ferrous or Aluminum Flashings, etc. - One coat alkyd metal primer No. 4570, two coats Alkyd Industrial Enamel.

#### H. KITCHEN CABINETS AND BATHROOM ASSESSORIES

1. Cabinets: "Sungrain Oak" by Longbell (Base and Wall Cabinets) or equal. See drawings for requirements.
2. Countertops: High pressure plastic laminate with molded back splash and edge.
3. Bathroom assessories:
  - a. Medicine cabinet with mirror, chrome trim.
  - b. Towel rack, chrome trim.
  - c. Toilet paper dispenser (roll type) chrome trim.
  - d. Tub soap tray/grab bar (may be integral with tub/shower enclosure).
  - e. Shower curtain rod, chrome trim.

I. EQUIPMENT

Electric diswasher 120v (N.I.C.) provide space and plumbing connections under kitchen counter.

Electric range 240v/1Ø (N.I.C.)

Electric range hood 120v (N.I.C.)

Electric refrigerator 120v (N.I.C.)

Electric clothes dryer 240v/1Ø (N.I.C.)

Electric clothes washer 120v/1Ø (N.I.C.)

Wood stove: "Blaze Princess" by Woodcutters Mfg. Inc., or equal, top vent, jet-air, complete with painted black stove pipe, Class A fuel rated U.L. listed chimney, and masonry floor covering under unit.

10 lbs. ABC dry chemical, arctic type, fire extinguishers.

Smoke detectors - AC/DC photoelectric with alarm.

Heat detector - AC rate of rise with alarm.

Sprinkler head - on/off type connected to domestic water system.

J. EXTERIOR PORCHES AND STEPS

All framing minimum 2" x 4" members

3'-0" x 3'-0" platform

6" riser 12" run

treated wood

K. HEATING AND PLUMBING SYSTEMS

1. Heating system: Provide three zone, (two zones in the house, 1 zone for garage) perimeter base board type, forced hot water heating system complete with boiler, piping, pumps, controls, heating elements and enclosures and fuel supply system. The system shall maintain interior temperatures specified in Division 2 - Performance Criteria. Pitch all piping uniformly to drains at low points, provide hose bib drain valve for each low point, provide suitable access to drains. Provide gate valves and unions adjacent to all tanks and equipment. Provide clearances and anchors to accommodate and control pipe expansion where necessary. Provide pipe sleeves at all points where piping penetrates exposed surfaces. Test all piping before concealment and repair all leaks. No water pipe shall be run in outside walls.

Boiler shall be wet base cast iron, hot water type, ASME stamped, complete with high limit switch and low water cutoff. Install per the ASME Code. Oil burner shall be forced draft, high pressure gun type of arctic grade fuel oil, with delayed oil valve and fuel filter. Provide integral type tankless water heater piped to preheat cold water entering hot water heater. Provide 200 gallon above ground fuel oil day tank with float valve. Heating system shall be filled with a 50% solution of glycol.

2. Water system: Provide hot and cold domestic water supply system and waste system complete with hookup to existing utilities. Hot water heater shall be 50 gallon electric with cold water supply piped for preheat through tankless hot water heater on the boiler.

Minimum pipe size for fixture connection shall be 1/2".

Minimum pipe size for distribution shall be 3/4".

Waste piping shall be cast iron, copper, or ABS installed and sized per applicable codes. Fixtures shall be residential type vitreous china or reinforced fiberglass. All trim to be brass/ bronze chrome plated single handle mixer valve. Kitchen sink to be 18 ga. stainless steel 21" x 32" x 7 1/2" double compartment. Provide one piece tub/shower enclosure complete with tub and shower trim and curtain rod.

3. Ventilation system: Provide ventilation system for bathrooms and toilets complete with hookup to exhaust fans and weather proof vents at exterior of building.

#### L. ELECTRICAL

Provide lighting and power systems including, but not limited to the main distribution, including the service, branch panelboards, branch circuits, junction boxes, outlet boxes, switches, receptacles, device covers, fixtures, lamps and all devices necessary to complete the lighting and power system ready for use. Main service shall be minimum 100 AMP, single phase 240/120 volt. Circuiting shall be per N.E.C. Provide service for equipment not in contract. Branch panelboards shall be equipped with a main disconnect. Weather proof exterior duplex outlet to be provided with separate circuit for headbolt heater. Provide meter at distribution center.

Provide telephone outlet with wires in each bedroom, living room, kitchen and office. Extend telephone wires to outside of building in a junction box.

#### M. UTILIDOR SYSTEM

Contractor shall provide complete above grade utilidor system from building fixture locations under building to manhole as required. Utilidor system to consist of 8" x 15" round insulated metal arctic pipe from manhole to underside of building and insulated wood frame structure under building to accommodate fixture locations and waste line drainage.

Provide access to utilidor system at all bend and riser locations. Where located under the building, utilidor system to be supported from above by building structure, arctic pipe to be supported by manhole and grade as required. Utility system to be complete with looped 1 1/2" water supply and return piping and 4" waste piping. Waste piping to be located below the water supply and return piping. All utilidors to be heat traced with thermostatically controlled electric heat tape.

## DIVISION 4 - STRESSED SKIN PLYWOOD SANDWICH PANELS

### A. GENERAL

To conform to the "U" factors required for Basic Bid Option A the contractor may utilize stressed skin, urethane core, plywood sandwich panels for exterior walls, floor and ceiling construction. Panels shall be constructed in the factory under controlled conditions. Panels may be erected in the factory as transportable modular (12' wide) units or in the field.

### B. QUALITY ASSURANCE:

1. Stressed skin plywood panels shall be manufactured in accordance with APA Publication Plywood Design Specifications, Supplement No. 3, "Stressed Skin Panels," and Supplement No. 4, "Design of Flat Plywood Sandwich Panels."
2. The Contractor shall coordinate panel layout with foundation framing.
3. Manufacturer: Provide prefabricated panels as manufactured by Alchem, Inc., Pacific Panels, or approved equal.

### C. SUBMITTALS

1. The Contractor shall submit complete shop drawings delineating panel types and sizes, showing typical joint details and installation instructions and internal construction of panels.
2. The Contractor shall submit materials list delineating type and brand of sealants and adhesive to be used on joints.

### D. PRODUCT DELIVERY, STORAGE AND HANDLING

1. Immediately upon delivery to jobsite, place materials in an area protected from the weather, a minimum of 8" above the ground or above water ponding, on framework or blocking, and cover with protective waterproof covering, providing for adequate air circulation.

### E. PRODUCTS

1. All panels shall be filled with a poured in-place polyurethane foam of not less than two and one half pounds per cubic foot density. Urethane must meet UBC Class I, flame spread 25 criteria.

2. All panels shall be manufactured with a spline-type connection and exposed joints shall be made weathertight by the use of appropriate sealants or adhesives. The sealant or adhesive used on the exterior side of joints shall be flexible and able to bond to cold damp wood, Wallboard, or approved equal. That used on the interior side of joints shall be a 0 perm type.
3. Construction grade 2 x 6 studs and stringers shall be continuous length throughout the panels.
4. Roof and floor panels shall span from support to support and shall have full-length joists embedded in the foam. Plywood-faced panels may be spliced to achieve the required length. Roof and floor panels shall be designed to withstand loading as called for under Division 2 with a deflection not to exceed 1/240 of the span.
5. Panel attachment details shall be as per approved fabricator's shop drawings.
6. Cure panels in such a manner to limit shrinkage of foam. Maximum deflection of plywood skin shall not exceed 1/16" between studs.
7. Provide solid blocking within panels as required for mounted items.
8. All panels shall be fabricated using as APA approved waterproof adhesive. Panels shall be nailed with 10d nails at 6" o.c. or with comparable sized staples at 3" o.c.

F. INSTALLATION

1. Assemble panels according to fabricator's approved layout. Insure that panels are started square and true to structural frame. Make allowance for standard creep of overall dimensions.
2. Clean off all dirt, frost and other foreign matter prior to placing adhesive on panel edges and prior to final assembly.
3. Nail or staple panel edges in final position before dirt, sawdust, etc., can prevent a tight joint. All joints must have sealant or adhesive applied as per contract drawings.
4. Temporary construction loads which exceed design limits are not to be permitted. All panels must be fastened as shown on the drawings or recommended by the manufacturer before construction loads equal to the design loads are allowed.

## DIVISION 5 - FACTORY BUILT MODULAR CONSTRUCTION

### A. GENERAL

The contractor may, at his option, utilize factory built modular (12' wide) construction. All construction is to be in accordance with Washington State Factory Built Housing Code and the Uniform Building Code.

### B. MATERIALS

1. Floor Framing  
Kiln-dried #2 and better hem/fir lumber, double 2 x 12 rim joists glued and nailed. 2x8 floor joists, 16" o.c.
2. Subflooring  
3/4" T&G plywood, "C" cross bank underlayments, glued and nailed to floor joist.
3. Exterior Walls  
2x6 studs, kiln-dried stud grade, 16" o.c. Continuous double 2x8 headers on side walls, glued and nailed, kiln-dried #2 and better hem/fir. Select siding, 5/8" rough sawn T 1-11 fir plywood, grooves 4" or 8" o.c., glued and nailed. Exterior heavy-bodied stain.
4. Partition Framing  
2x4 studs, kiln-dried stud grade, 16" o.c. (no-bearing walls - 24" o.c.) minimum 7'6" nominal ceiling' 3/8" plywood shear walls on marriage wall.
5. Roofing  
Sheathing - 1/2" group, #1 CDX plywood with 1/2" CCX plywood plugged and touch sanded on exposed areas. Engineered roof trusses 24" o.c.; 40 lb. live load. Gable roof with 4/12 pitch' #235 class "C" 3-tab seal down asphalt shingles and icing sheet. Roof mounted attic ventilator w/temperature and humidity controls. Spot cement all shingles which are installed in field. Icing sheet to consist of two layers of black 15# asphalt belt with black asphalt cement troweled on between layers for a distance of 24" above exterior wall line.

ALL GRAVEL REQUIRED FOR GRADING SITES TO BE FURNISHED ON-SITE BY DOT/FF.

NEW ABOVE GRADE 200 GAL. FUEL OIL DAY TANK W/ CONNECTION TO EXISTING SITE FUEL SYSTEM AT MANHOLE.

NEW ARCTIC PIPE UTILIDOR WITH SEWER & CIRCULATING WATER- SEE SHT. 3

EXISTING MANHOLE- SEE SHT. 3

APPROX. LOCATION- TOE OF SLOPE

EXISTING ROAD

APPROX. EDGE OF GRAVEL PAD

APPROX. LOCATION- EXISTING TOE OF SLOPE

PUB. SAF. HOUSING- PLAN OPPOSITE HAND

MODULAR SEC. TO BE REMOVED BY DOT/FF

EXACT LOCATION OF HOUSING UNITS TO BE DETERMINED IN FIELD.

PUB. SAF. HOUSING

EXISTING 20' MAN UNIT

EXISTING ABOVE GRADE METEDED ELECTRICAL DISTRIBUTION CENTER.

EXISTING MANHOLE

NEW ELECTRICAL SERVICE IN GALVINIZED STEEL CONDUIT CONNECTED TO POWER SOURCE BY THIS CONTRACTOR.

EXISTING SHOP

EXISTING

EXISTING

FUTURE

FUTURE

EXISTING

EXISTING

FUTURE

FUTURE

FUTURE

EXISTING UTILIDOR

EXISTING LIFE SUPPORT

EXISTING ABOVE GRADE METEDED ELECTRICAL DISTRIBUTION CENTER

APPROX. LOCATION EXIST. TOE OF SLOPE

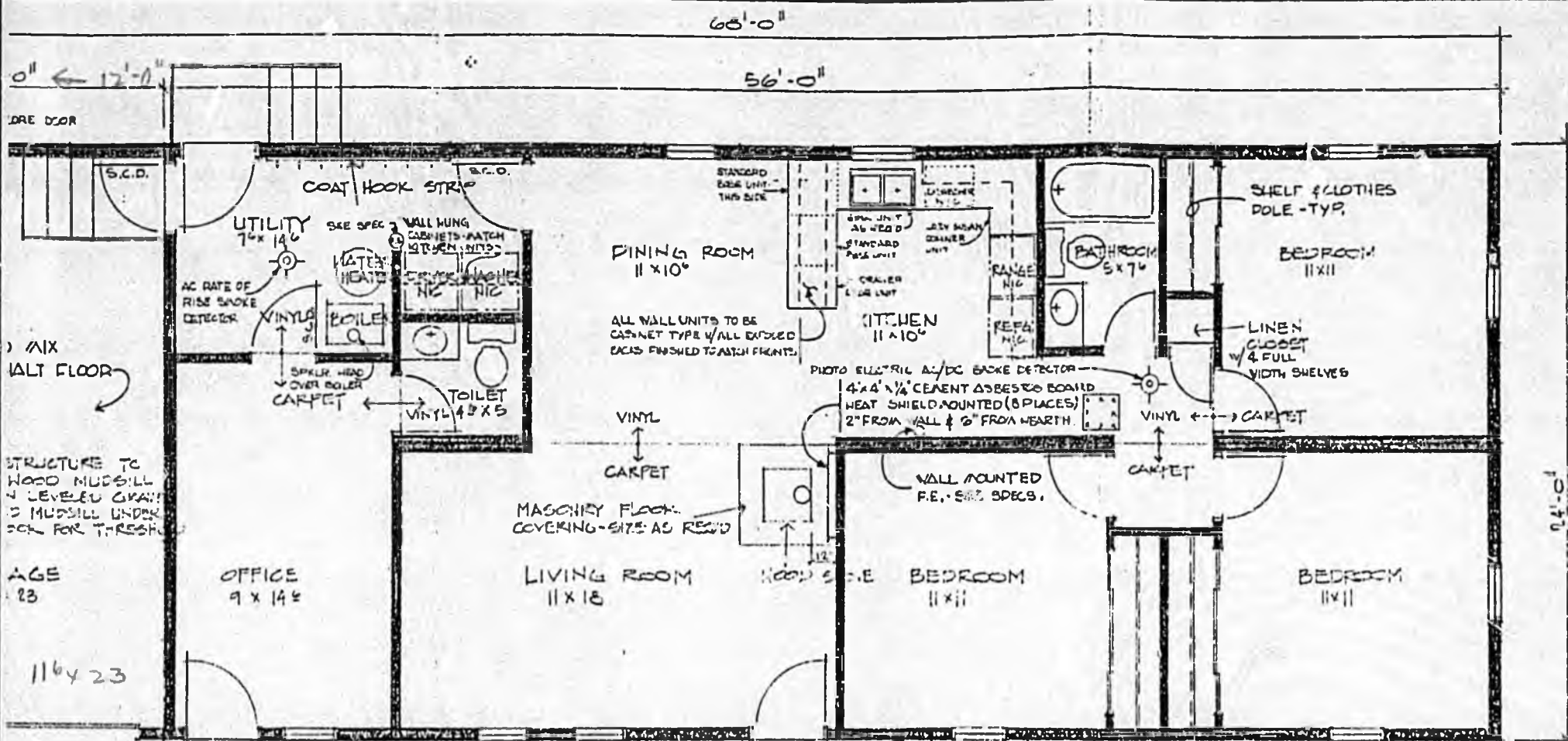
SITE PLAN

1" = 50'-0"

RECEIVED

EXHIBIT OF RECORD DRAWING

**DGD&C** Division and Co.  
 Department of Transportation and P  
 118 Franklin Street  
 Boston, MA 02110  
 PROJECT NO. 10-100-100-100  
 SHEET NO. 100-100-100-100  
**SITE PLAN**

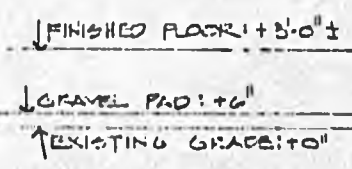


1/2" MIX  
VALT FLOOR

STRUCTURE TO  
WOOD MUSSILL  
4 LEVELLED GRAN  
3 MUSSILL UNDER  
DOOR FOR T-THRESH

AGE  
23

1164 23



FLOOR PLAN  
1/4" = 1'-0"

**DGD&C** Division of General and Construction  
 Department of Transportation and Public Facilities  
 Northern Regional Office  
 815 7th Ave. Suite 310

PROJECT NO. 15240 15240-1-1000

Sheet Title <b>FLOOR PLAN</b>	Date 5/15/77
	Drawn MQJ
	Appr KRY
	Rev

PROFILE

# 7C Analysis of Governor's Decisions

ITEM	AMOUNT	FUNDING SOURCE	EXPLANATION
<p><u>Central Communications</u> Emergency Generators 81-2</p> <p>Agency request Governor's Recommendation</p>	<p>563.3 563.3</p>	<p>GF G.O. Bonds</p>	<p>It is the Governor's intent that the UPS (uninterruptable power supply) for the computer center at the Tudor Road facility in Anchorage be of first priority within this total project. It was agreed that there are sufficient funds to meet both Public Safety and Data Processing needs.</p>

CATEGORY Administration of Justice AGENCY Public Safety PROGRAM Crime Identification & Apprehension

**7C** ANALYSIS OF GOVERNOR'S DECISIONS

000047

PROJECT TITLE Emergency Generator		LOCATION(S) Anchorage	AREA SERVED Anchorage & Vicinity	ELECTION DISTRICT(S) 7-12																		
OBJ. NO(S) 4,5,6	OPERATING BUDGET BRU(S) Central Communications	NAME(S) Central Communications	BUDGET COMPONENT NUMBERS 06-62-02-03	START DATE 8-80																		
PROJECT NARRATIVE		PROJECT TYPE		COMPLETION DATE 10-80																		
<p>I. Project Need</p> <p>1. General: The Anchorage dispatch center is the central AST communications link, but has no emergency power. The present back-up communications system is a car battery with trickle charger. After two or three hours, the remaining option is to relocate to the Division of Communications which has a small emergency generator which powers their dispatch console.</p> <p>When the next catastrophe occurs in Anchorage, AST will have: No immediate capability to dispatch police services, no access to AJIS or NCIC files, no access to driver license or vehicle registration files, no ability to send administrative messages throughout the state via CRT terminal, and the Division of Data Processing will lose other capabilities of their Anchorage IBM 145 and 148 computers.</p> <p>2. Assumptions</p> <p>During natural disaster emergencies, communications will be needed to dispatch and coordinate police and other public services. Since life and property may be in serious jeopardy, immediate response is frequently necessary and is normally not possible without a working communications system. Several other state and local agencies will depend on AST for aid in an emergency.</p> <p>Alaska is frequently subject to natural disaster emergencies (earthquakes, fires, floods, tsunamis, and weather extremes) which can reduce or</p>		<input type="checkbox"/> Building Construction (C) <input checked="" type="checkbox"/> Other Improvement (I) <input type="checkbox"/> Equipment (E) <input type="checkbox"/> Land (L) <input type="checkbox"/> Professional Services (P) <input type="checkbox"/> Other (O)		APPROPRIATION REQUEST <table border="1"> <tr><td>1002</td><td>FED. RCPTS.</td><td></td></tr> <tr><td>1003</td><td>G/F MATCH</td><td></td></tr> <tr><td>1004</td><td>GEN. FUND</td><td>563.3</td></tr> <tr><td>1005</td><td>I/A RCPTS.</td><td></td></tr> <tr><td></td><td>G.O. BONDS</td><td></td></tr> <tr><td colspan="2">TOTAL</td><td></td></tr> </table>	1002	FED. RCPTS.		1003	G/F MATCH		1004	GEN. FUND	563.3	1005	I/A RCPTS.			G.O. BONDS		TOTAL		
		1002	FED. RCPTS.																			
		1003	G/F MATCH																			
		1004	GEN. FUND	563.3																		
1005	I/A RCPTS.																					
	G.O. BONDS																					
TOTAL																						
PROJECT CHARACTERISTICS		GOVERNOR'S RECOMMENDATION																				
<input type="checkbox"/> Totally New Facility <input checked="" type="checkbox"/> Addition to Existing Facility <input type="checkbox"/> Renovation of Existing Facility <input type="checkbox"/> Major Maintenance or Repair <input type="checkbox"/> Supplement Previously Authorized Funds to Enable Completion <input type="checkbox"/> One of Several <input type="checkbox"/> Major External Funding Source <input type="checkbox"/> Other		APPROVED DEFERRED DISAPPROVED <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <table border="1"> <tr><td>1002</td><td>FED. RCPTS.</td><td></td></tr> <tr><td>1003</td><td>G/F MATCH</td><td></td></tr> <tr><td>1004</td><td>GEN. FUND</td><td></td></tr> <tr><td>1005</td><td>I/A RCPTS.</td><td></td></tr> <tr><td></td><td>G.O. BONDS</td><td>563.3</td></tr> <tr><td colspan="2">TOTAL</td><td>563.3</td></tr> </table>		1002	FED. RCPTS.		1003	G/F MATCH		1004	GEN. FUND		1005	I/A RCPTS.			G.O. BONDS	563.3	TOTAL		563.3	
1002	FED. RCPTS.																					
1003	G/F MATCH																					
1004	GEN. FUND																					
1005	I/A RCPTS.																					
	G.O. BONDS	563.3																				
TOTAL		563.3																				
NO YES SITE FEATURES		see form 7C for Governor's intent 01-1035a (12/79)																				
<input type="checkbox"/> <input checked="" type="checkbox"/> Site Currently Owned? <input type="checkbox"/> <input checked="" type="checkbox"/> All Utilities Available? <input type="checkbox"/> <input checked="" type="checkbox"/> Access Already Available?																						
OPERATIONAL COST & NO. PERSONNEL		FIRST OPERATING YEAR	ULTIMATE ANNUAL YEAR	PREVIOUS YR-PRIORITY																		
INCREASE (DECREASE)		YEAR 81	YEAR 82	N/A																		
FUNDING SOURCE	FED. RCPTS.			AGENCY PRIORITY																		
	GEN. FUND	.2	.5		81-2																	
TOTAL ANNUAL OPERATIONAL COST		.2	.5	GOVERNOR'S PRIORITY																		
POSITION (FTE)				81-2																		

CATEGORY Admin. of Justice

AGENCY Public Safety

PROGRAM Crime Identification & Apprehension

01-1035a (7/78)

**35a**

**PROPOSED CAPITAL PROJECT**

REVISE DATE 1/31/79

**000048**

CAPITAL PROJECT EXPENDITURES (CASH FLOW)	TOTAL	BUDGET YEAR	BUDGET YEAR Plus 1	BUDGET YEAR Plus 2	BUDGET YEAR Plus 3	BUDGET YEAR Plus 4	REMAINING COST
Planning and Engineering							
Land							
Construction							
Equipment							
Administration and Other							
Total Annual Expenditure (Capital Cost)							

CONTINUATION OF NARRATIVE

eliminate the electrical power needed for police dispatching and other emergency communications. Disaster recovery depends upon communications for coordination and cooperation.

3. Further explanations. It is generally accepted that police communications in a disaster emergency are important to public well-being. AST has emergency power in its Juneau HQ and Public Safety Academy. As new police facilities are built, emergency communications are a recognized need. The new Fairbanks and Soldotna buildings will have emergency power capabilities.

The Anchorage computers and AST dispatch center are not planned for relocation, therefore, the long-term investment in emergency power is appropriate for the present facility.

The Fairbanks flood and Good Friday earthquake experiences emphasized the need for advanced disaster planning.

II. Project Description

The diesel emergency generator would have a fuel supply for 30 days and be capable of supplying power to the main Tudor Road building including Anchorage computer operations. Incremental cost of the excess capability for future computer needs and general building needs is marginally inexpensive. Providing power to the entire building is not unreasonable given the unorthodox demands placed upon makeshift emergency facilities. Existing power to the building is 750 KVA.

III. Estimated Capital Costs (by Waukesha Alaska Corporation 10/30/79)

Building set on concrete pad, labor to install the generator and all panels, switch gear, battery charger, heaters and miscellaneous equipment. \$125,000

CATEGORY Admin. of Justice AGENCY Public Safety PROGRAM Crime Identification and Apprehension

PROJECT TITLE Anchorage Emergency Generator

**35b** PROPOSED PROJECT ANALYSIS

REVISED DATE 10/31/79

**000049**

750 KW generator (prime power quality)	220,000
Automatic start and switch over panel	25,000
1000 W main distribution panel	25,000
20,000 gallon fuel tank buried on site with 30 days of fuel oil	30,000
All electrical connections to the panels in the generator building from the transformers	30,000
Freight on generator and equipment	10,000
Design contingency and change-order reserve	30,000
subtotal	\$495,000
 Inflation (10%)	 49,500
DOTPF Administration and Engineering	18,750
	<u>\$563,250</u>

IV. Estimated Operating Costs

Monthly tests of the generator and periodic preventive maintenance would cost about \$500 each year after initial fuel tank fill-up.

V. Alternatives Considered

1. The Anchorage Police Department has emergency power for its dispatch center which would be swamped with service requests during a catastrophic emergency, and cannot support AST emergency needs.
2. The power company has not expressed interest in building such a generator for long-term lease.
3. Smaller capability for the generator is not cost-effective given the large cost of later upgrades and costly rewiring of the building for partial power (i.e. dispatch center, computer room and emergency lighting only).
4. The Division of Communications facility is an adequate back-up for damage or sabotage of AST facilities, but lacks full capabilities which would be needed during a catastrophic emergency.

**CONTINUATION FORM**

CATEGORY Admin. of Justice AGENCY Public Safety PROGRAM Crime Identification and Apprehension

PROJECT TITLE Anchorage Emergency Generator

01-1033 (7/79)

REVISED DATE 10/31/79

000050

5. The potential military response to a major disaster emergency would not be immediate and may involve several days if compatible emergency generators were available (wiring, etc. would still be needed).

6. The Department of Military Affairs, Office of Emergency Services has a self-contained communications van, but it does not have dispatch or 911 transfer capability, and would likely be used elsewhere compatible with its capabilities.

7. Inadequate emergency capabilities will result from doing nothing.

CONTINUATION FORM

CATEGORY Admin. of Justice AGENCY Public Safety PROGRAM Crime Identification & Apprehension

PROJECT TITLE Anchorage Emergency Generator



REVISED DATE \_\_\_\_\_

000051



Introduced: 1/18/80  
Referred: Judiciary and Finance

1 IN THE HOUSE

BY THE RULES COMMITTEE BY  
REQUEST OF THE GOVERNOR

2 HOUSE BILL NO. 562

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 ELEVENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act providing for the issuance of general obliga-  
7 tion bonds in the amount of \$22,901,200 for the  
8 purpose of paying the cost of capital improvements  
9 for correctional, public safety, and military affairs  
10 facilities; and providing for an effective date."

11 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

12 \* Section 1. For the purpose of paying the cost of capital improvements  
13 for correctional, public safety, and military affairs facilities, general  
14 obligation bonds of the state in the principal amount of not more than  
15 \$22,901,200 shall be issued and sold. The full faith, credit, and resources  
16 of the state are pledged to the payment of the principal of and interest  
17 and redemption premium, if any, on these bonds. These bonds shall be  
18 issued under the provision of AS 37.15 as those provisions read at the time  
19 of issuance.

20 \* Sec. 2. (a) If the issuance of these bonds is authorized by the  
21 qualified voters of the state, a special fund of the state to be known as  
22 the "1980 Correctional, Public Safety, and Military Affairs Facilities Con-  
23 struction Fund" shall be established, to which shall be credited the  
24 proceeds of the sale of bonds described in sec. 1 of this Act except for  
25 accrued interest and premiums.

26 (b) There is appropriated from the "1980 Correctional, Public Safety,  
27 and Military Affairs Facilities Construction Fund" to the Department of  
28 Military Affairs the amount of \$687,500, for construction of an armory at  
29 Sitka.

(c) There is appropriated from the "1980 Correctional, Public Safety, and Military Affairs Facilities Construction Fund" to the Department of Health and Social Services the amount of \$21,110,800, allocated in accordance with the following projects and estimates:

<u>Project</u>	<u>Location</u>	<u>Amount</u>
(1) Expansion of correctional center	Eagle River	\$3,547,800
(2) Upgrade and construct addition to correctional center	Juneau	3,098,600
(3) Expansion of correctional center	Fairbanks	3,602,300
(4) Construct regional jail facility	Nome	6,989,100
(5) Construct pre-trial addition to correctional center	Anchorage	13,873,000

*Maybe # 2.0 million more.*  
*80 beds*  
*2 prols x 40 beds*  
*Med. Prisoners Min.*

(d) There is appropriated from the "1980 Correctional, Public Safety, and Military Affairs Facilities Construction Fund" to the Department of Public Safety the amount of \$1,102,900, allocated in accordance with the following projects and estimates:

<u>Project</u>	<u>Location</u>	<u>Amount</u>
(1) Construct trooper housing	Fort Yukon and 5-mile	\$ 539,600
(2) Emergency generator for dispatch center	Anchorage	563,300

*4,825,000*  
*Palmer*  
*Tot*  
*Glenallen*  
*Nome*  
*Belt*  
*Kodiak*  
*Bethel*

\* Sec. 3. If the issuance of these bonds is authorized by the qualified voters of the state, the amount of \$80,200 or as much of that amount as is found necessary is appropriated from the general fund of the state to the state bond committee to carry out the provisions of this Act and to pay expenses incident to the sale and issuance of the bonds authorized in this

1 Act. The amounts expended from the appropriation authorized by this sec-  
2 tion shall be reimbursed to the general fund from the proceeds of the  
3 sale of the bonds authorized by this Act.

4 \* Sec. 4. The amount withdrawn from the public facility planning fund  
5 for the purpose of advance planning for the improvements financed under  
6 this Act shall be reimbursed from the proceeds of the sale of bonds author-  
7 ized by this Act.

8 \* Sec. 5. The question whether the bonds authorized in this Act are to  
9 be issue shall be submitted to the qualified voters of the state at the  
10 next general election and shall read substantially as follows:

11 Proposition

12 State General Obligation Correctional, Public  
13 Safety, and Military Affairs Facilities Construc-  
14 tion Bonds \$22,901,200

15 Shall the State of Alaska issue its general obligation bonds  
16 in the principal amount of not more than \$22,901,200 for the  
17 purpose of paying the cost of capital improvements for correc-  
18 tional, public safety, and military affairs facilities?

19 Bonds Yes [ ]

20 Bonds No [ ]

21 \* Sec. 6. This Act takes effect immediately in accordance with AS 01.-  
22 10.070(c).  
23  
24  
25  
26  
27  
28  
29

Alaska State Legislature

HB 562  
Feb

REPRESENTATIVE  
ALVIN OSTERBACK

BOX 71  
SAND POINT, ALASKA 99661  
(907) 283-2363

CO-CHAIRMAN  
HOUSE RESOURCES COMMITTEE



WHILE IN JUNEAU  
POUCH V  
JUNEAU, ALASKA  
99811  
(907) 465-3715  
465-3781

House of Representatives

DISTRICT 15

- ADAK
- AKHIK
- AKUTAN
- ALITAK
- ATKA
- BELKOPSKI
- CHIGNIK
- CHIGNIK LAGOON
- CHIGNIK LAKE
- COLD BAY
- FALSE PASS
- IVANOF BAY
- KARLUK
- KING COVE
- LARSEN BAY
- NELSON LAGOON
- NIKOLSKI
- OLD HARBOR
- FERRYVILLE
- PORT LIONS
- SAND POINT
- SQUAW HARBOR
- ST. GEORGE
- ST. PAUL
- UGANIK BAY
- UNALASKA

February 20, 1980

TO: ALL LEGISLATORS

SUBJECT: Criminal Justice System

FROM: Alvin Osterback, Chairman  
House Resources Committee

I am attaching a copy of an article that appeared in Newsweek/February 18, 1980 "The Killing Ground" - Justice.

Referral is made to the fact that Alaska export 21% of it's prisoners to other states. This article brings to light the problem we face regarding our very own criminal justice system.

I have introduced HB 812 "Commission to Secure Equality of Justice." My bill deals directly with some of the problems addressed in this article. A 1976 study by the Judicial Council showed that Natives/Blacks are sentenced to state prison at a rate five times higher than that of whites.



Buddy Mays—Black Star

*Chill aftermath: Blanket-clad inmates huddle in the prison yard after escaping from the carnage inside*

## JUSTICE

# The Killing Ground

**N**O SHOTS were fired, no prison guards were killed, and state authorities from Gov. Bruce King to warden Jerry Griffin showed remarkable restraint. And yet, through 36 hours of rage last week, the New Mexico State Penitentiary near Santa Fe was the site of one of the most brutal prison riots in U.S. history—a sadistic display of convict-against-convict violence that included beheading, hanging, torching and rape. In the end, 33 inmates were dead—four burned so badly that their race could not be determined. The prison itself was almost destroyed: water

from broken pipes flowed through the corridors; walls were blackened from fire; offices were sacked; the kitchen, educational wing, psychological unit and Protestant chapel were trashed beyond repair, and the gymnasium was gutted to its girders. "Man's inhumanity to man," said warden Griffin, "is mind-boggling."

The New Mexico riot is certain to revive concern about how U.S. society warehouses its felons (following story). The New Mexico pen, praised at its 1954 dedication as "among the most advanced correctional institutions in the world," turned into one of the worst. There were 1,136 prisoners packed into space designed for 800.

Young inmates serving time for relatively minor crimes were housed, sometimes five to a cell, alongside case-hardened long-termers. The prisoners complained often about rats in their cells, roaches in their food and rough treatment by guards. One diabetic inmate told his father that when he went into insulin shock late at night and pleaded for help, he was ignored.

**'Russian Roulette':** Despite protests from the inmates and their families, the state government was reluctant to spend money on the facility, which was run by five wardens in five years. The guard staff was undermanned, underpaid and poorly trained. Some progress was made after the American Civil Liberties Union filed a Federal lawsuit two years ago to end the overcrowding, but the improvements—a new housing wing, more pay for the guards—were slow in com-

*Gory destruction in Cellblock 4 (left), National Guardsmen removing a prisoner's corpse: 'Stop killing each other,' an inmate said, 'there's blood up to your ankles'*

Photos by Jim Nachtwey—Black Star



ing. Last month, two California corrections experts were hired to analyze the situation after eleven prisoners escaped. The consultants reported that the official attitude toward the prison "results in playing Russian roulette with the lives of the inmates, the staff and the public." During last week's chaos, inmate Vincent Cavdelaria put it more bluntly: "If you pull the pin to a grenade, sooner or later it's going to go off."

It went off just after midnight on a Friday night. Some of the 50 inmates in dorm E-2 were watching a late movie on television; two were in their bunks drinking raisinjack, a homemade hooch. One of only 22 guards on duty, Capt. Greg Roybal, attempted to confiscate the booze, but the two prisoners, in a drunken rage, jumped him and grabbed his keys. Seizing the moment, the cons raced down the 1,000-foot central corridor to the control center of the administration building, where they quickly broke through newly installed, 1½-inch-thick "shatter-proof" glass. At the push of a button, electrically controlled gates swung open throughout the prison.

Other guards were quickly overpowered. Two barricaded themselves in an unused gas chamber, and a medical technician locked himself in a pharmacy vault as seven prisoners grabbed the guard in the infirmary ward. One guard walking outside patrol spotted the trouble and shouted to watchmen in one of four guard towers; he was tackled and dragged inside a cellblock. Still, the watchmen were unable to call for help because phone lines had been cut.

**Berserk:** When Captain Roybal failed to come home on time, his wife called the state police, who called the prison and got no response. At 2 a.m., a patrol car arrived at the prison and reported smoke and flames

coming from the complex. At 2:30, state police chief Martin Vigil was awakened at home; he called Governor King, who called out the National Guard. Finally, at 10 a.m. Saturday, 60 policemen and 50 guardsmen surrounded the prison.

By that time, many of the prisoners had simply gone berserk. Unable to reach the prison armory, they fashioned makeshift weapons and went on a destructive rampage. They set fire to nearly every mattress in the prison and destroyed much of three cellblocks and four dorms. They broke into the infirmary and stuffed themselves with mixtures of every drug they could find. Some even made their way to the shoemaking shops and sniffed the glue in a frantic attempt to get high.

**Carnage:** The most brutal cons went after the "snitches," a group of prison informers held in protective isolation in Cellblock 4. The marauders opened cell doors with acetylene torches—then turned the torches on the informers. Margaret Babcock, a prison secretary, was able to see some of the carnage. "Four or five men were holding one man down and burning his head and face with a torch," she said. "He was screaming. I couldn't believe it." The torchers grabbed another man, pulled down his pants and burned their way up his legs until they melted his genitals; then they seared his face.

Another snitch had a steel rod driven through one ear and out the other. One was stomped to death. One had the word "rat" carved into his abdomen. Seven were slashed to death in their cells, their bodies then thrown off a second-tier catwalk. One man had a rope tied around his neck and looped around a second-tier railing. He was thrown off the tier and jerked at the end of

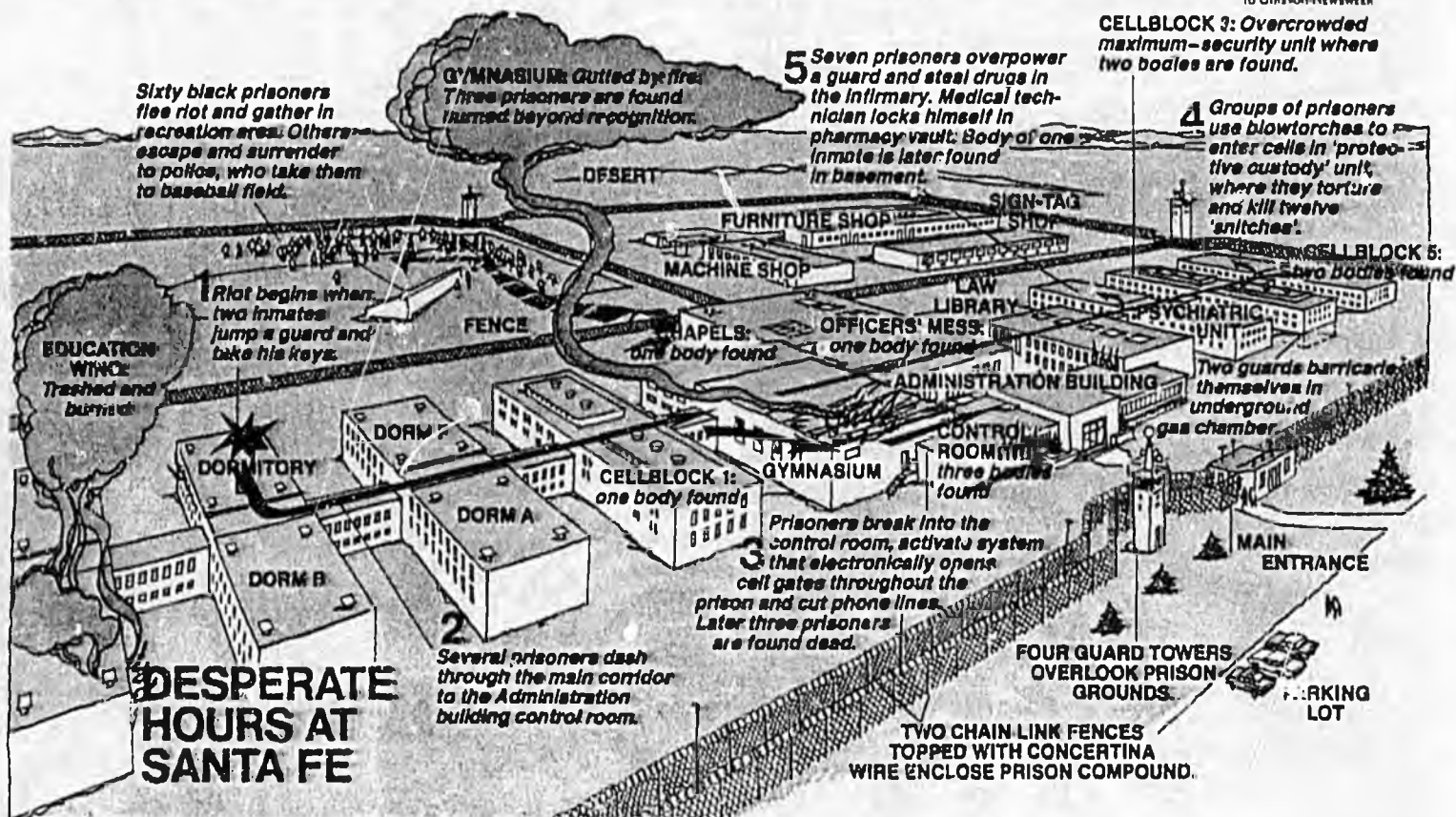
the rope so violently that his head was nearly severed. Another con, his face beaten and right eye nearly gouged out, was beheaded with several whacks of a shovel. Much of the killing was done in Cellblock 4, but bodies were found throughout the prison, some the victims of fire. The savagery sickened the most hardened observers. "I was in World War II in the Marine Corps and I saw a lot of bodies," said National Guard Lt. Col. Bill Fields. "I don't remember anything as bad as this."

The uncontrolled fury frightened many inmates. "Everybody turned into animals once this whole thing started," said Robert Mosley, 21, a handsome blond who said he was locked naked in a room, tied, gagged, hooded and raped at least ten times. Some inmates tried to escape to the police lines outside. One group of 84 cut their way out of a cellblock and rushed to surrender.

By the end, 700 had given themselves up. They were handcuffed, questioned and kept in areas within the outer prison fence or in the baseball field, where they huddled through freezing nights with blankets and scant food and water. Sixty frightened blacks were moved to a separate area after militant chicanos inside threatened to come out and kill them. (The prison population is 58 per cent chicano, 30 per cent white and 12 per cent black; most of the dead were chicanos, apparently killed by other chicanos.)

**'Stop Killing':** Throughout the day-and-a-half ordeal, inmate leaders communicated with officials by phone and on the walkie-talkies. The first message was delivered to Governor King Saturday morning: "We want to be treated like men, not children." Later, state correction officials met at the prison gate with masked inmate negotiators, who demanded media presence, an end to

By Ohlson-Newsweek



## DESPERATE HOURS AT SANTA FE

## JUSTICE

overcrowding and better food. As the siege wore on, the negotiators made repeated threats against the eleven guards held hostage: "We've got a whole bunch of people we're going to start killing." But by Saturday night, the mood had changed. "Attention all units," one inmate radioed. "Stop killing each other. There's blood all over the corridor, blood up to your ankles."

At that point, the riot seemed to be running out of steam, confirming the strategy of state officials to wait out the inmates. "As long as there was no confirmation any guards were killed, we were going to let it go the way it was," said Chief Vigil, who felt that an assault on the prison would have jeopardized the hostages and probably not saved the murdered inmates. As it turned out, the inmate negotiators traded their hostages for interviews with reporters until they were all released. The guards received mixed treatment. Two were released before the first dawn, suffering from smoke inhalation. One, who had hidden under a bed, was befriended by prisoners who gave him an inmate's uniform and a steel bar to protect himself and smuggled him out with surrendering prisoners. But another guard, Mike Schmitt, was bludgeoned and sodomized with an ax handle.

**'It's Over':** On Sunday afternoon, nineteen minutes after the last two hostages walked out, 24 members of police SWAT teams with shotguns, pistols, automatic rifles and gas grenades marched double-file into the administration building, followed by 60 National Guardsmen with M-16s. The soldiers were under strict orders to keep silent and avoid shooting unless a guard's life was in danger. But what the cops and soldiers found inside was a group of glassy-eyed prisoners sitting peacefully drugged or reeling around. In ten minutes, the word was passed outside: "It's over with." There was no resistance as the cops flushed the prisoners out one by one. "I think we did it perfect this time," said guard commander Bill Fields, remembering the bloody retaking of Attica prison in 1971.

In the aftermath of the riot, the state government soon came in for its share of blame. "Obviously, it didn't happen overnight," said King. This spring, he will call a special session of the legislature to consider emergency prison expenditures that may well wipe out his planned \$60 million tax rebate. Quick repairs at the prison along with temporary housing costs will come to an estimated \$28.5 million. In addition, King is also pushing for a new maximum-security facility that would relieve overcrowding and separate hard-core cons—at a cost of \$45 million. "They wouldn't spend the money before," sniffed one inmate's mother last week outside the prison gates. "Now they'll have to spend a goddam lot of money."

DENNIS A. WILLIAMS with MARTIN KASINDORF and PETER KATEL in Santa Fe



Oliphant © 1980 Washington Star

*'Tell the governor not to sweat it—we'll have all murder, mutilation, brutality, rape and mayhem back to the normal acceptable levels in no time!'*

## When Will It Happen Again?

America's prisons are a riot waiting to happen. Throughout the vast U.S. penal system, violence has become just another routine commodity in the catalog of wretched conditions. Every day, somewhere, an inmate beats or is beaten, rapes or is raped, stabs or is stabbed. And, at least once a decade, the level of this *mano a mano* abuse slides far enough up the brutality scale that it simply can't be ignored any longer. Indeed, experts agreed last week that the truly gnastly question about the

estimate that 45 per cent of all inmates live in unreasonably cramped conditions. They offer little to fill the time of prisoners, breaking the spirit of some and giving others the opportunity to complain and plot. They debilitate prisoners with petty rules and endanger their health with inferior medical care. They allow tough convicts and gangs to control cellblocks and entire prisons. "There are too many institutions that are overcrowded, underfunded and run by an undertrained and underpaid staff," says former California prisons chief Ray Procnier. "With these conditions, you have the certainty of other Santa Fe's."

There is some hope for improvement. In the past decade, a dedicated cadre of lawyers and judges has forced states to begin putting their big houses in order. Prisons in fifteen states have actually been declared unconstitutional. Legal challenges to another fifteen—including New Mexico's—are in progress. Conjugal visits relieve tension, and some states have stepped up alternate punishment programs.

While the Federal prison system still runs large, dangerous, archaic penitentiaries, forces outside its control have recently relieved some problems. Since the Department of Justice has stopped pursuing small-time hoods, the Federal prison population has dropped sharply. This year, it's down more than 6,000. But state systems haven't had such good fortune. Still, with crime continuing to frighten people, many states see the answer as more of the same. About \$10 billion in new prison construction is under way or under consideration. The only certainty about these \$75,000-a-cell plans, says Milton G. Rector, president of the National Council on Crime and Delinquency, is that "if cells are built, the states will fill them."

Only fifteen years ago, prison reform

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*Prisons fail in almost every way, and more riots like Santa Fe's seem certain.*

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New Mexico slaughter was not how men could behave like that, but rather when it would happen again.

By any standard, America's prisons do not accomplish their mission. They do not seem to rehabilitate—at least not in any systematic fashion. They don't deter—crime rates seem to be unaffected by incarceration. They don't satisfy the victim's need for vengeance—the erroneous perception continues that many criminals are coddled. Prisons do punish, but often in a way that repels civilized society. "Would we tolerate a penal law that said guilty men must be sent away, gang raped, and returned home?" asks Daniel Steinbock, a veteran prison-rights lawyer. "No, but we allow it to exist in fact."

No one should be surprised that prisons fail. They are overcrowded; authorities

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seemed to be distinctly possible. Inmate populations were dropping and some states began experimenting with work-release programs and other alternatives. But once the baby-boom generation entered its crime-prone adolescence, urban crime rates increased and "law and order" returned as a *lingua franca* for many politicians.

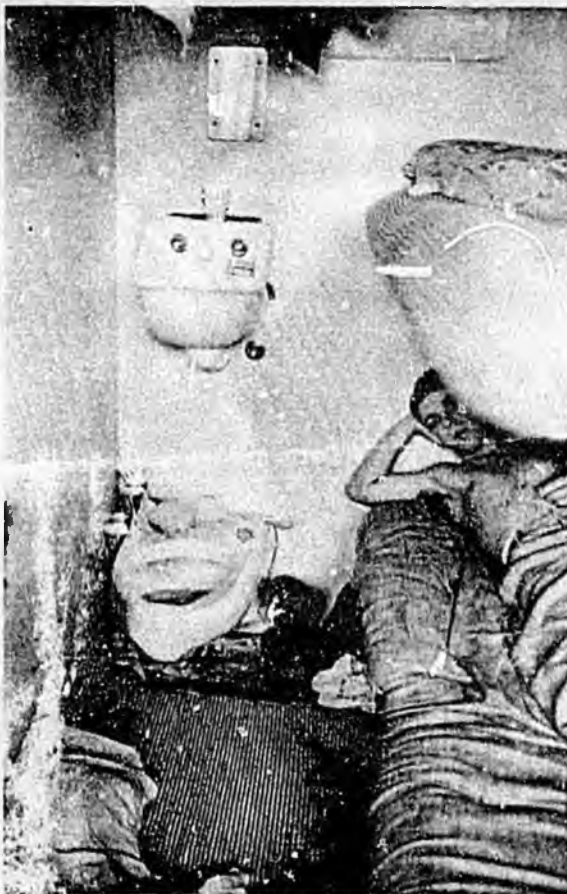
**New Rights:** Almost immediately, the prisons felt the impact. In the ten years ending in 1978, inmate population jumped by almost two-thirds to more than 300,000, a record. The inmates themselves appeared different. They were younger, more aggressive, openly rebellious and insistent upon their rights even if it meant creating new ones. They were also, in distressingly disproportionate numbers, black and Hispanic. While these significant changes were occurring, neither legislators nor the public paid much attention to the unpleasant subject of prisons. Now, Santa Fe has forced them to notice—and at a time when important decisions about the future of U.S. prisons must soon be made.

In the long list of problems facing U.S. prisons now, overcrowding is the most obvious. The Federal system is operating at 97.2 per cent of capacity, and many state institutions are filled to overflowing. In Texas, 2,000 inmates—one of every ten—sleep on the floor. Alaska exports 21 per cent of its prisoners to other states. At Boston's Deer Island House of Correction, an old cow barn has been converted into a dormitory. Last month, Boston penal commissioner William R. Celester himself filed suit against state officials, demanding that 200 inmates be moved so he could begin making \$1.8 million of badly needed repairs.

**Braying:** The jammed cells are more than inconvenient. "Under normal circumstances, a prison is a volatile place," says Anthony Trivisono, executive director of the American Correctional Association. "When it's crowded, it becomes more volatile. All the elements are there for a disturbance." No one knows that better than the inmates. In California's Folsom Prison, Richard Davis spends seventeen hours a day in his cell—131 inches long, 52 inches wide and 86 inches high. A convicted murderer doing 25 years to life, Davis now must share his space with another killer. "They are forcing men doing a long, long time to double-cell," Davis says with an air of resignation. "Then they sit back and bray about prison violence."

As state prisons reach and pass capacity, they spill over into local jails. Corrections Magazine reported last year that more than 5,000 inmates wait, sometimes for months,

in municipal and county pens for cell assignments to prisons. Since local jails are supposed to hold inmates for only short periods of time, they offer almost no activities and few amenities. The problem is particularly acute in the South. Twenty Louisiana parish jails have been attacked in court for their inhumane conditions. In Alabama, 1,700 state inmates are stuck in local jails, and a Birmingham Federal judge has ordered the counties to relieve overcrowding. In Mississippi, 1,000 felons are waiting for room in Parchman Penitentiary. A 1978 study found that two-thirds of these jails are firetraps and half of them have no heat in the cells.



Jerry Smith—Montgomery Advertiser-Journal

### Crowding in Alabama: Cruel and unusual punishment

Overstuffed cells only exacerbate a host of other problems. For example, an American Medical Association official said last fall that a majority of prisons "are so lacking in appropriate resources that they actually may contribute to the health problems of inmates." Examples are almost endless. In a 1978 lawsuit, an Alabama female inmate testified that after prison doctors set her broken leg in a cast, her leg itched excessively. When doctors reluctantly agreed to remove the cast, they found roaches inside eating her leg. In Colorado, a depressed prisoner requested an appointment with the prison psychologist. The doctor sent back a note, asking, "What the hell do you want me to do about it?" Within a week the prisoner committed suicide.

Guards tend to be just as unsympathetic and inadequate as doctors. All over the nation, guards are poorly paid, casually trained and psychologically overwrought. In a Tennessee test, guards at the state's maximum-security prison had no idea how to evacuate prisoners in case of fire. In Rhode Island, it took a guard more than twenty minutes to open a door during a fire drill. Since guards can't possibly watch everything in a prison, they often cede control of areas to inmates, who badly outnumber them anyway. And because guards find themselves locked behind the same walls as their charges, they suffer from similar anxieties. "You're always under pressure," says Ernest Benevento, 33, a New York state corrections officer. "It turns your insides upside down."

**Game of Wits:** The task of corrections officers is made more difficult by enforced idleness within prisons. Wardens simply cannot find enough jobs and recreational or educational programs to keep prisoners busy. "Life in prison becomes a game of wits, a game in which prisoners spend their time trying to outwit the guards and do the things guards try to keep them from doing," says Dr. Robert E. Gould, a psychiatrist who advised the commission investigating the 1971 riot at New York's Attica prison. "When the game gets out of bounds, it becomes dangerous." Last December, U.S. Judge John L. Kane Jr. found that lack of activity damaged the minds of prisoners in Colorado's Old Max prison, one reason that he held the penitentiary unconstitutional.

Most insidious of all prison conditions is the unceasing violence. Behind bars, the inmates' safety depends entirely upon the state, but prison officials can offer them only minimal security. Nearly 100 inmates and guards have been killed in California since 1970. At the Michigan state prison in Jackson, the world's largest walled pen, there have been seven murders in eighteen months. In the last ten years, 30 inmates have been killed at Walpole Prison in Massachusetts—the latest last week.

Most of this violence is inmate against inmate. This was a relatively minor phenomenon until recent years, according to Columbia University historian David Rothman. In the past, prisoners had more to fear from brutal guards and wardens. Now, the law of the prison jungle permits tough cons to extort all manner of favors and requires comparatively weaker men to fight, lest they become prey for an entire tier. Homosexual rapes are commonplace. For example, one Colorado inmate last month wrote a friend the following note: "I was threatened to get beat up and possibly killed if I didn't go to this man's cell to

Abolish North?

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visit. I did and it ended up in a horrifying experience. I was beaten and raped with a razor blade to my throat and also getting burnt in the face with a cigarette. I am really hurt emotionally, as I have never encountered an act like this before. I'm scared. I couldn't tell the authorities because I hate to be a rat. I need help!"

**Poor Males:** The caldron of prison life also boils with racial tension. While blacks and Hispanics account for only 17 per cent of the U.S. population, they make up about 55 per cent of the state prison count. Many explanations have been offered for this disquieting fact. One is that crimes of violence, which are more likely to be punished by imprisonment, tend to be committed by young, badly educated, poor males in urban settings. Blacks and Hispanics fall heavily into those categories. A 1979 national study showed that blacks are sentenced to state prison at a rate eight times higher than that of whites, and a Minnesota survey disclosed that a black or American Indian who committed a felony had twice as great a chance of going to jail as a white person. Whatever the reason for the disproportionate number of minority-group convicts, race relations in prisons are terrible. Prisoners of different races usually segregate themselves voluntarily in dining halls, for example, and violence is traced to racial conflict. Ironically, blacks, who form the majority in many prisons, often have power that is denied them outside. It is small comfort, as Cornell sociologist James B. Jacobs observes, that "prison may be the one institution in American society that blacks control."

This catalog of problems will not be solved for years, if ever. For the moment, the most promising avenue for reformers is

*Bethel holding jail*

the Federal court system. In the most famous case, U.S. Judge Frank Johnson upheld the American Civil Liberties Union's prison project and declared the Alabama state prison system unconstitutional. Johnson held in 1976 that conditions were so inhuman that they violated the Eighth Amendment prohibition against cruel and unusual punishment. Among other things, the judge found, "as many as six inmates were packed in 4-foot by 8-foot cells with no beds, no lights, no running water and a hole in the floor for a toilet."

Winning cases in court is one thing, but causing real change in the prisons is another. Alabama officials refused to obey Johnson's order for three years until Fob James replaced George Wallace as governor. James has fired some corrupt prison workers and has cracked down on guards who helped inmates deal in drugs.

In another major case two years ago, U.S. Judge Anthony Alaimo ordered reforms at the Reidsville, Ga., state penitentiary—perhaps the South's most violent prison. Acting on suits by Reidsville inmates, Alaimo ordered Georgia officials to reduce the prisoner population by 300, and improve safety and living conditions. In late 1979, however, the judge's special monitor reported that state officials still had not obeyed Alaimo's orders. The judge then gave the state until the end of February to improve conditions in about one-third of the prison's 600 cells. Only then did the state partially comply and improve its isolation cells.

**Promise:** For decades, U.S. penologists operated on the philosophical premise that they could rehabilitate most criminals. According to this widely accepted theory, prison officials could diagnose a criminal's problems, counsel him, teach him a trade and release him when he was fit to return to society. To make this possible, judges gave



James D. Wilson—Newsweek

*Reforms: A conjugal visit at San Quentin*

"indeterminate" sentences, such as ten to twenty years, designed to allow for adjustments in the convict's behavior and response to treatment. For a variety of reasons—lack of funds, qualified staff and inadequate facilities—prisons did not deliver on their promise. "The rumors of the existence of rehabilitation were always greatly exaggerated," University of Chicago law Prof. Franklin Zimring says. The failure was evident when many convicts were released and returned to a life of crime.

Today, liberals and conservatives agree that rehabilitation as conceived and practiced did not work. Still, the nation's leading criminologist, Marvin E. Wolfgang of the University of Pennsylvania, urges that work-and-treatment programs continue on a voluntary basis for prisoners interested enough to use them. Many corrections officials contend that if inmates cannot gain early release by trying to rehabilitate themselves, prison unrest will grow even greater. "The inmates have got to have hope of getting out early," says the director of Michigan's corrections department, Perry Johnson. "Otherwise, they're just a time bomb ticking."

**Hope:** The theory of rehabilitation is being widely replaced by another old concept: prison as sheer punishment or "just deserts." According to this view, a convict should be judged according to the severity of his crime, rather than his individuality. Punishment must be swift and certain; a

*Strip-searching prisoners after Attica riot: 'Most criminals get out in a short time'*

N.Y. State Special Commission on Attica



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criminal would know that if caught he would go to prison for a definite period. Since few prisoners served the maximum time under the flexible sentencing, advocates of determinate sentences contended that short, but specific, prison terms were sufficient punishment for all but the most heinous crimes. But that sounded too soft to anxious legislators. When they wrote determinate sentences into the law, they wrote them long. The new bills stripped convicts of any hope of early release, and helped boost prison populations even further.

The seemingly easy way to solve those problems is to build more prisons, but reformers resist that idea. Groups have organized across the country to oppose the estimated \$10 billion of current and proposed cell construction. A campaign of ads, letters and demonstrations, for example, is being mounted against the U.S. Bureau of Prisons' plan to convert the Winter Olympics village at Lake Placid, N.Y., into a Federal prison.

**Victims:** Reformers contend that not every felon needs to be imprisoned. As many as half the nation's inmates are serving time for non-violent crimes. It is more humane and far cheaper to punish these unarmed criminals without locking them up, many criminologists argue. This approach, a variation on traditional court probation programs, appears to be catching on. In the last decade, Minnesota, Kansas and Oregon, among others, have passed laws that provide extra funds and other blandishments for communities that keep criminals at home. Mississippi and Oklahoma operate restitution programs so that crime victims can reap some benefits from the criminals' punishment. For instance, not long ago a teen-age Pasca-goula, Miss., burglar repaid a victim \$160, which he had earned working as a kitchen helper as part of the local restitution program. The cause has been endorsed by prominent law-enforcement officers as well. "We're locking up too many people," says sheriff John Buckley of Middlesex County, Massachusetts. "We have to move toward other penalties."

Americans have preferred to ignore the conditions in the country's prisons, or to support superficial reforms at best. "Each generation discovers anew the scandals of incarceration, each sets out to correct them and each passes on a legacy of failure," writes historian Rothman. The American attitude overlooks the fact that the current penal system simply breeds more crime and a desire for revenge—inside and outside prison walls. Unless the U.S. begins to rehabilitate its prisons by running better, more humane facilities, and adopts new ways of punishing nonviolent criminals, it will be only a matter of time before another Attica or Santa Fe bursts on the nation.

ARIC PRESS with MICHAEL REESE in San Francisco, VERN SMITH and VINCENT COPPOLA in Atlanta, DIANE CAMPER in Washington, EMILY F. NEWHALL in New York and bureau reports



Sketch by Steven Kimbrough

*Male Aegyptopithecus: He feasted on fruits and showed glimmerings of intelligence*

## SCIENCE

### A Catty Ancestor Of Man and Ape

The Faiyum Depression, southwest of Cairo, is one of the most inhospitable places on earth, its temperatures soaring above 135 degrees, its annual rainfall less than an inch. It wasn't always so. Thirty million years ago, the region bloomed with grasslands and forests, in which creatures the size of house cats roamed. These animals, a team of U.S. paleontologists concluded last week, are the oldest common ancestors of man and apes yet discovered.

The rich trove of fossils, preserved under volcanic lava, tells a story about a whole animal society. *Aegyptopithecus zeuxis* ("connecting ape of Egypt") gathered in complex groups headed by dominant males. The creatures lived in trees, feasted on fruits and showed glimmerings of intelligence. "The animal is 30 million years old, yet we know as much about its daily life as we do about any other fossil primate," says anthropologist John Fleagle of the State University of New York at Stony Brook, a member of the team that has been unearthing fragments of *Aegyptopithecus* since 1965.

The key to this knowledge was provided by the creature's teeth. According to team leader Elwyn Simons of Duke University, they foreshadow the teeth of *Dryopithecus*, another common ancestor of man and the apes that lived in East Africa more recently, between 2½ million and 12 million years ago.

**Eyeteeth:** Anthropologists confirmed the social structure of *Aegyptopithecus* in two ways. First, they did dental studies of the ancient creature; then they made comparisons with modern apes and monkeys. For example, the *Aegyptopithecus* males possessed larger eyeteeth than females. Since such variations occur today only among primates in male-dominated bands, the researchers inferred that *Aegyptopithecus* inhabited a similar environment. Their eye sockets were small enough to indicate that the creatures roamed during the day rather than the night—another clue consis-

tent with a complex social organization. The animals also displayed enlargement of the brain's visual cortex, which processes messages from the eye. This suggests that man's 30-million-year-old ancestors were already developing the intelligence necessary to deal with complex social surroundings.

### Is There a Ring Around the Sun?

The moon will hide the sun for about four minutes this week in an eclipse that will sweep a narrow swath over Africa and Asia. Theologians and scientists plan to greet the event in very different ways. Pilgrims in India will take holy baths during the darkness. Hindus have been warned to fast before and during the eclipse. Brahman priests will recite Vedic hymns to ward off any likely disaster. Astronomers will focus on more concrete matters. They will measure energy levels in the corona (the solar atmosphere) and seek evidence of a brand new possibility—a faint ring around the sun.

**Energy:** By studying the corona—which can be seen from Earth only when the sun's bright light is obscured by the moon—scientists hope to learn why it is millions of degrees hotter than the solar surface. They will test a theory that energy moves in waves like sonic booms, which shake the corona. Astronomers will also try to discover how the sun ejects charged subatomic particles into its atmosphere which ultimately disrupt radio communications on Earth.

The ring-around-the-sun theory is even newer. Since planets such as Jupiter, Saturn and Uranus are now known to have rings, astronomers speculate that other giant cosmological bodies may have them as well. Unlike Saturn's rings, which are probably formed mainly of ice, a solar ring would have to be made of a material like carbon that does not melt except at extremely high temperatures. If the astronomers find evidence of rings, they will again have to modify their conclusions about how bodies in the solar system formed eons ago.

JAY S. HAMMOND, GOVERNOR

DEPT. OF HEALTH AND SOCIAL SERVICES

DIVISION OF CORRECTIONS  
CENTRAL OFFICE ANCHORAGE

338 DENALI, ROOM 209  
ANCHORAGE, ALASKA 99501  
PHONE: (907) 274-7573

November 15, 1979

Lynn Cochrane  
9911 31st Avenue S.E.  
Everett, WA 98204

Dear Ms. Cochrane:

Reference is made to your letter of October 18, 1979 regarding your husband, Robert Cochrane. I appologize for the delay in responding. I simply had a period when I fell a bit behind in transacting the business at hand.

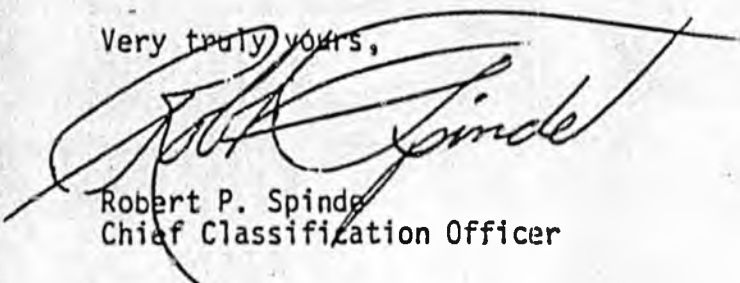
The selection of a specific federal facility for an Alaska prisoner rests entirely with federal officials. Mr. Cochrane's very best channel of communication to effect a transfer would be through his federal caseworker. That is not to say that he will get the results that he desires, but only that such a request would have to be submitted in that fashion.

There is no possibility at all of your husband's being moved to Idaho. Our contract there is only for an extremely small number of individuals who absolutely cannot be placed in the federal system.

With regard to the possibility of his being returned to Alaska, the outlook for the next few years is that we shall be sending more and more people to the federal system. I see no real prospect of a change in this pattern until such time as our capacity to house prisoners within Alaska is greatly expanded.

I regret that I am unable to give you a more favorable response at this time.

Very truly yours,



Robert P. Spinde  
Chief Classification Officer

RPS/ljt

# Alaska Prisoners Will Be Returned

About 50 Alaska prisoners now held in federal prisons Outside are being returned to Alaska because the state has no money to keep them Outside.

Bob Spinde, chief classification officer for the division of corrections, said this morning the Legislative finance committees told the division that the state's fiscal 1980 budget does not allow for more than 122 prisoners to be held in the federal prison system.

Until recently there were 170 Alaska convicts in federal prisons.

"It turns out we were budgeted for 122 but had 170 out there," Spinde said, "so that's the reason right there."

Orders were handed down to bring a dozen prisoners home immediately, he said.

Two women have been returned to the Ridgeview Correctional Center for Women, five men to the state jail in Juneau, one to Fairbanks and four to the Third Avenue state jail in Anchorage. The prisoners returned to the Third Avenue jail will be reclassified and sent to other state prisons.

Spinde said prisoners are being brought back a few at a time because state prisons "just cannot absorb the almost 50 that it would take" to bring the level Outside down to the 122-prisoner limit.

"Those that we have out there are the worst to start with," Spinde said. "And we're bring back the best of what we have out there."

Corrections guidelines provide that prisoners sentenced to more than 10 years or those with psychological or medical problems are incarcerated Outside.

But the cost of maintaining prisoners in the federal system is much less than keeping them in Alaska, Spinde said. "What we pay is really a bargain. It's less, far less, than our own cost of care, which is right around \$50 per day."

He said the prison at McNeil Island, Wash., is the cheapest. It costs about \$25 a day. Other prisons, such as Leavenworth in Kansas, average between \$25 and \$30 a day, he said.

Even considering the cost of transportation for prisoners and their Alaska State Trooper escorts, Spinde said, if a prisoner's stay is long, the state saves money by placing them in the federal system.

Additionally, Alaska would be hard-pressed to keep all state prisoners here. "We simply do not have

any place to put them," Spinde said, referring to the 122 kept in the federal system. "It would take two new institutions the size of Juneau or Fairbanks to put them in." The Juneau and Fairbanks jails have capacities of about 95 inmates each.

Spinde said corrections officials don't have the option of keeping certain prisoners in Alaska because of the length-of-sentence criteria for classification. "If somebody gets a 25- to 30-year sentence we really don't have a choice but to send him out there."

The pressure to return prisoners to Alaska has not come from federal officials but from the Legislature's finance committees, Spinde said. Federal prison officials "have treated us very well," he said.

A shuffling of prisoners within the state to make room for the returned convicts has created few problems, Spinde said.

But the Eagle River jail is overcrowded, with 91 prisoners, about a dozen more than its usual capacity of 80. "It's kind of a domino effect," Spinde said.

Robert F. Cochrane  
71316-011  
P.O. Box 1000  
Oxford, Wisconsin 53952

The Honorable Jay S. Hammond  
Governor of the State of Alaska  
Pouch A  
Juneau, Alaska 99811  
and all the  
Legislature

Sir:

I am an Alaskan State prisoner incarcerated in the federal system, unlawfully and against my will.

This writting is to show Alaska Corrections, is perforating a fraud on the People of Alaska. Alaska Corrections is not following the Legislative Intent as shown in the Administrative Justice Budget of 1980. "The number of Alaskan prisoners confined out of state shall not exceed 161. That number shall be reduced to 125 by the end of the fiscal year 1980."

On June 7th, 1979, a story appeared in the Anchorage Times, as well as, Mr. Bob Spindie, (of the corrections department) appearing on T.V. News. The story and news cast stated Alaska Corrections was reducing the number of prisoners in out of state institutions. Alaska Corrections had no intentions of reducing these numbers. Infact Corrections did transfer a number of short time prisoners back to Alaska, but for everyone transferred back one prisoner from the Alaska system took his place. End result, just as many or more Alaskans in the federal system.

My wife has written Mr. Spindie, in an attempt to have me transferred back to the west coast. At that writting, we were informed, "the outlook for the next few years is that we shall be sending more and more people to the federal system. I see no real prospect of a change in this pattern until such time as our capacity to house prisoners within Alaska is greatly expanded." This is not the Legislative intent at all.

Alaska Corrections, criteria for prisoners with a sentence of 10 years or more, without any consideration are automadicly transferred out of state. No consideration is given to his loved ones or family. The unwanted one can be incarcerated any where in the United States. Granted, some prisoners have to be transferred. But not all that fit ths criteria.

When I was first seen by the counselor at 3rd ave jail, Anchorage, I was told that due to the length of sentence. Corrections was not able to house me. I was also told that the federal system was the only place I could be incarcerated. Since I became one of Alaska's unwanted ones, I asked to be placed at McNiel Island, Washington, or Lompoc, Calif. Close to my family in the lower 48.

I was accepted in to the federal system on March 21, 1979, after vacating a court order holding me in Alaska, I was transferred to McNiel on July 6th, 1979. In late July, I was classified and told I would stay at McNiel. I moved my wife to the Seattle area, only to be transferred away from her once more. On Sept. 10th, 1979, I was transferred via, "see America in chains", to Oxford F.C.I., Wisconsin. Since my sentencing, this unwanted one has travel over 12,000 miles in chains, all at the expense of the People of Alaska. As a Rent-A-Prisoner, no consideration has been given this unwanted one; only the available Bed Space in the federal system.

The people of Alaska have voted a \$31 million bond package for new jails and prisons. These moneies have been allocated for sometime. Where are these new prisons, the people of Alaska have voted for?

It would seem that last year someone was putting pressure on the Legislature to bring it's unwanted ones home. So, Corrections put on a BIG SHOW to make the people of Alaska think they were complying with the intent of the Legislature. But infact, they had no intentions of doing any such thing. The bottem line; this is another fraud to the people of Alaska to cover up mismanagment in the Alaska Corrections System.

I have filed a petition for writ of Habeas Corpur, challenging 18 U.S.C. § 5003, per; Lono vs. Fenton, No. 77-1141, (581 F2 645) (7th Cir., 1978). Other Alaska prisoners have also challenge 18 U.S.C. § 5003. some of these cases are before the 7th Cir. Court of Appeals, to be answered some time in April, 1980. If these petitions are granted, Alaska will have to take her unwanted ones home. Due to the Department of Corrections using this law unwisely, Alaska may lose this some time need facilities to house it's unrulley prisoners.

The Government provides the State of Alaska with a Rent-A-Prison, so why build a prison in Alaska to house it's long term prisoners, when the Government so willingly excepts it's unwanted ones.

The Courts of Alaska do not consider where a long term prisoner is housed or his rehabilitative purposes. Granted the federal system is more set up to provide custody, care and treatment for long term prisoners. But, no consideration is given by Alaska Corrections Classification Committee to there rehabilitation; per; Keeping the person close to his loved ones or family;: what programs or trades may be offered, so when he does reture to society he will beable to find work and become useful to society.

As it stands now, the only consideration in the federal system is available bed space. This is not rehabilitation, this is cruel and unusual punishment on the unwanted ones. These unwanted ones begain to hate and withdrew fdrn society, for they are the out cast of Alaska. Surely, this is not the intent of rehabilitation, Alaska wishes for it's longterm prisoners.

At this time I have a long running paper battle going on with the Bureau of Prisons. I am asking proper Security/ Designation, as well as programing, as stated in the Alaska, Bureau of Prisons Contract Jlc-20,759. The only thing I am receivng at this time is bed space. Clearly a violation of this contract, as well as 18 U.S.C. § 5003.

Short term prisoners are placed in institions, where they receive proper rehabilitation. Contact visits, freedom to move and reaccess there values in life. Long term prisoners are locked away and forgotten about till they are released. Consequently, society recieves a more hardened person, then when he was incarcerated. Rebellious of all societjes rules.

Inclosing, I beleave Alaska should take a long hard look at the Department of Corrections. These prisoners are Alaskan citizens too, and someday will return to Alaska's society. Alaska does not wait this type of person in there society. But, Alaska Corrections have made them the person they are when they return, As the Governing Body in Alaska, is this what you want for Alaska's longterm UNWANTED ONES?

Very truly yours,  
  
R.F. Cochrane

RFC/rfc  
cc; file