

CORRECTIONS

OVERVIEW

STATE OF ALASKA

ADULT CORRECTIONS AGENCY

BILL SHEFFIELD, GOVERNOR

REPLY TO:

POUCH 1
JUNEAU, ALASKA 99811
PHONE (907) 465-3376

2200 EAST 42ND AVENUE
ANCHORAGE, ALASKA 99508
PHONE (907) 561-4426

February 2, 1984

Senator Joe Josephson
Alaska State Legislature
Pouch V
Juneau, Alaska 99801

Dear Senator Josephson:

Per your request at the Health, Education, and Social Services Committee Meeting on January 30, 1984, following is a list of personnel appointments made to the Director level and above for the Adult Corrections Agency:

Assistant Commissioner - Operations

Kevin Bruce

Regional Director - Northern/Interior

John Cain

Regional Director - Southcentral

Ted Corey

Regional Director - Southeast

Walt Jones

Assistant Commissioner - Administration

William Ladwig

Director - Statewide Programs

Susan Humphrey-Barnett

Director - Logistics Support

Appointment Pending

Director - Administrative Services

Pending FY85 Budget Approval

If I can provide you with any additional information please let me know.

Sincerely,

Roger V. Endell
Roger V. Endell
Deputy Commissioner

RVE:CH:al

cc: Senator Vic Fischer
Senator Paul Fischer
Senator Rick Halford
Senator "Pappy" Moss

Jan 30, 1984

Joe, Pappy, Eric

Report Enacted - Rep. Council - ~~State~~ Adult Corrections Agency

* greatest problem - increase in pop

July 12, 1983 - Gov signed order separating Corrections from DA's office. HB 103 still in C.C. EC 35 introduced new session (eff March 1)

Dec 82 - Nov 83 - one of 32 per month, indicating it is still rising. 301 additional inmates (26%) increase in 1983. If trend continues, this would have severe impact on state.

May continue if policy & laws continue - more prisoners & longer

1700 state wide 14.7% murder rate - 1974 (750 serial offenders)
200 out of 5414 5.5% follow = 230

1974 - more probation paroles (2 to 1)

1984 - will see suspension parole in that parole

Alaska rate of incarceration is highest in state.

217 new persons hired in 1983 (current agency for 1000 employees)

* Joe asked for list of Admin. forms out (7 pages)

Pappy - Census report - low salary scale of Corriect Employees

2.4M - Wildwood facility - \$5.0 million

Goose Bay (minor offenders) 1.0 million 112 beds

Modell 2.6 million for 104 people.

Regionalized correction centers - Bethel (new one for) Nome, S. in Kenai and Palmer areas.

many resources needed from the local community.
Second (part of July creek) road in place, fringed
by industrial park, recreation bay, bordered on
near by two mountains.

Plans - have expanded; want a bldg. for correctional
industries and expand food service functions.

in more labor in work in and facilities but do not want
to take away jobs from labor still in and construction.

Programs - last yr. funded according to spec to allow
them to set up institutions for victim & state.

Programs - authority to put inmates to work;
no conflict w/ clearing. A variety of activities (Trail
blazing; Motor vehicle repair; road signs)

Whites - against it; decade of records on approach.
1982 Plan estimated 40.6 mill. cost & 20.0 mill. to correctional
standards.

Location - poor; support doesn't come, changes approved.

Ketch - 30 inmates, opened June 1983. Judge Shultz
requesting probable or more units to meet need.

Wildwood - Oct 83, 30 inmates, now 70 and will
expand over 200.

Cook Dilet preferred - Sep. 1984
Bethel & some thing years.

Salary - not Endell's priority; rather adequate staffing.
putting up a Report creates more opportunities for
advancement. There will be new types of positions -
ie mental health. Not providing career ladder.

Clary Case

direct cost - Clary compliance monitor in each institution.
(\$35.0 for partial settlement)

Increased education & work opportunities should be done anyway.

Have appeared to Supreme Ct. RE: overcrowding. If also in our favor, it may throw out other issues.

Agreements made in jeopardy because it may be opened again -> perhaps the only thing addressed will be rehab and overcrowding.

insure - do not occur because FBS was the only one investigated. Other facilities running more efficiently because of this case -> better management.

data processing - not a neutral process in the past year. System in running & a valuable management tool.

It is not - correctional.

States do not give authority to contract for care with other than a governmental entity

ALASKA STATE SENATE

JOE P. JOSEPHSON
DISTRICT G - ANCHORAGE
1526 F STREET
ANCHORAGE ALASKA 99501
(907) 277 4419



WHILE IN JUNEAU
POUCH V
JUNEAU ALASKA 99811
(907) 465 4907
(907) 465 4525

COMMITTEES
HEALTH EDUCATION & SOCIAL SERVICES (CHAIR)
JUDICIARY (VICE CHAIR)
FINANCE
MAJORITY CAUCUS (CHAIR)

February 2, 1984

Mr. Peter Zamarello
Olympic Inc.
3351 Arctic Blvd.
Anchorage, Alaska 99503

Dear Peter:

On Monday, I conducted a public hearing on the question of prisons and jails and invited testimony from Roger Endell.

During the hearing, I specifically questioned Mr. Endell concerning the proposed site for a prison at Whittier.

Mr. Endall responded that he had testified against the House legislation offered by Representative Furnace just a week ago. He also testified on the same subject last year to the like effect. He made the following points or allegations:

1. Every corrections predecessor he can name was opposed to the Whittier site.
2. The Department of Transportation and Public Facilities made an evaluation in 1982 indicating that it would cost \$42 million to bring the building up to code, re-roof it and put in utilities and so on, and another \$20 million to put the building in shape for correctional purposes.
3. He seriously doubts estimates offered in the House of Representatives that \$25 million would allow the facility to operate as a turn key operation within the six month period.

I asked him whether the operator of the building was willing to offer to provide the facility for \$25 million, and, thus, was willing to take the risk if there were a cost overrun. Mr. Endell said that was his understanding.

4. Mr. Endell contends that the Whittier location is a poor one because logistical support "doesn't exist". He contends that "the citizens of Whittier are adamantly opposed to it". He says that he received telegrams on this subject from Whittier residents and that they were present during recent House of Representatives hearings in Juneau.
5. I asked Mr. Endell whether the Whittier residents had testified against the bill; he responded that they did not testify but were present in the room and "were busy talking to various legislators about their opposition".
6. He criticized the Whittier site because the nearest state troopers are at Girdwood and there is nothing but a small volunteer fire department and no school system, as well as no medical service or "medications of any kind". (I believe he is in error on the question of the school system because I believe an elementary school exists in Whittier.)
7. He also indicated that there was "very little potential for housing the staff that would be required for a facility of that size". I find that the problem with his testimony is that the facilities would follow the facility once the facility were built, in my judgment.
8. Mr. Endell concedes that the building is the largest in Alaska, will never fall down, "is a huge, concrete fortress", even has "expansion joints in it in case of an earthquake or temperature change" and "is a very impressive building".
9. He says there's a problem in getting in and out of Whittier, which is very serious in high security facilities because of problems of potential hostage situations and riots. In those cases, government must have access to outside help such as off duty staff and troopers. He added that fire suppression teams and emergency teams of all sorts would have to be available at Whittier because of the tunnel location.

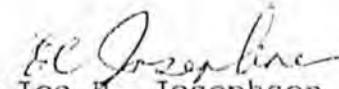
Mr. Peter Zamarello
February 2, 1984
Page Three

10. I asked Mr. Endell if it were not so that the sponsors of the legislation contemplate that Whittier could be converted to road traffic or that a state operated railroad would be available to take personnel in and out of Whittier through the tunnel. Mr. Endell responded that if those events occurred, it would change "to some degree the acceptability of the Whittier site". However, he remained "hesitate to say that we should build there if these other things happen". He added that if the Whittier bill becomes law, his agency would be required to refurbish the facility and operate it but that his professional duty is to say that in his opinion the facility should not go forward.

I hope this material is helpful to you and there may be specific matters that you would like to respond to.

With best wishes, I am

Sincerely,


Joe P. Josephson
State Senator

JPJ:rak
cc: Rep. Walter Furnace

OVERVIEW OF CORRECTIONS

Senate HESS

January 20, 1984

Attendance: Josephson, P. Moss, Halford

001 Josephson calls meeting to order at 3:05 p.m., regarding the Overview of the Corrections Agency.

020 Roger Endell, Deputy Commissioner, Adult Corrections Agency. Shared with members several charts and graphs showing the steady rise in inmate population. On January 12, 1983, Governor Sheffield signed the administrative order number 77, which separated Adult Corrections from the Department of Health and Social Services.

061 Endell -- We are hopeful that the legislature will pass HB 103, which would create a new Department of Corrections. The most current projection based on figures from December 82 through November 83 reveals an increase of 32 inmates per month. There has been a 26.5% increase in inmate population just in calendar year 1983, which resulted in 301 additional inmates.

091 Josephson -- Will the percentage flatten out or will there always be an annual increase of 300+ inmates?

100 Endell -- Unless policy and law changes are made, the trend may continue or rise. Not only are there more inmates coming to jail, but they are staying for longer periods. The population increases occur in the felony category. Approximately 15% of inmates are misdemeanants, while 85% are the felony population.

169 Endell -- We were not approved as a department last legislative session, but the legislature funded the organization as though it was a department and gave us authority to set up an executive management staff. The staff is headed by a deputy commissioner, two assistant commissioners, one for administration, and the other for operations. Under operations, there are three regional directors. Each regional directors has a number of correctional centers and field services that they are responsible for.

181 Moss -- How many new positions came about in the past 12 months?

185 Endell -- Last year, the legislature authorized us to hire 217 new personnel; however, a lot of the changes within the department were upgrades from lower positions and not new hires entirely.

235 Josephson -- Can you get us a list of personnel who filled the leadership roles?

238 Endell -- Yes.

263 Josephson -- If we continue adding several hundred inmates per year into the next decade, won't you need additional facilities every year to accommodate the overflow? What can we estimate as cost for 300 beds?

278 Endell -- Approximately 30 million dollars.

330 Endell -- (referred to chart on Budget and Staff Comparison) There has been large growth in employees, and with our current year's request, our employee count will be approximately 1,000.

349 Endell -- We have requested \$69 million, which is a substantial leap over last year by 22 percent. We were not approved for increase funds in the training area, despite the fact that we are bringing in staff.

What can we do about capital space? We were able to successfully negotiate a contract for surplus military property through Kenai Native Association at Wildwood. We will have a 200+ bed facility for approximately \$5 million. From the Department of the Army, we acquired the Goose Bay Facility, which will be used for drunk drivers and minor offenders. We estimate that less than \$1 million dollars can be spent by using inmate labor. The facility would hold 112 short-time offenders. New

New construction is inevitable due to our need to house high-security inmates.

430 Endell -- The new design of the Seward facility will cut cost of approximately \$30 million dollars. Other states have gotten word as to the design of the facility and are interested in it. The key to the design is the housing units. We have 112 ft. sq. building. There are 32 cells around the bottom floor of the building with day room space in front. It is divided into four quarters with the control room in the middle. The person in the control room could observe and control movement of 64 people (32 downstairs and 32 upstairs). The control area is elevated 4½ feet off the floor.

505 Moss -- I thought we were using facilities in Wildwood that were already built. The only thing we got out of Wildwood is just the ground?

510 Endell -- Let me clarify that. The Wildwood facility will be used exactly as it is now, with minor modifications for security and safety codes. As will the Goose Bay facility. This design will be used for any new construction needed from now on, such as the Seward facility for long-term offenders.

538 Halford -- What are the cell dimensions, the day room dimensions?

542 Endell -- The cells are 80 sq. ft., 8 x 10. They have exterior window, a small window that a inmate can crack open for air, but not big enough that a body can get through. It has skylights to bring in daylight. There is a flexibility that this facility can be expanded, or double bunked.

561 Halford -- How does that concur with the Cleary settlement? Do we have a higher standard we have to meet?

570 Endell -- Cleary hasn't determined any square footage. The American Correctional Association recommends that on single cells, they be approximately 70 feet; for maximum security inmates 80 square feet. We decided, that since we cut cost in the building of the facility, that we make them at the 80 foot level as opposed to 60 or 65 feet.

585 Josephson -- Would this facility satisfy the claims of the petitioner in Cleary if the state moves the court order?

593 Endell -- We think it will.

604 Endell -- (Referred to Charts showing the exterior and interior view of the facility)

634 Endell -- This institution will be built on one piece of ground but managed as two separate institutions, with a split made between maximum and mental health housing. The high security inmates have minimal use of the entire facility, but would have the same kinds of recreation, education and work opportunities.

672 Josephson -- The medium security prisoner would not be exposed to the maximum security prisoner? Even for dining?

677 Endell -- That's correct. We've done away with central dining entirely. We now have hot carts that are put in the day rooms.

Our estimated cost to build this building to hold 64 people is approximately 3.6 million dollars.

689 Josephson -- How much of this work is done in state, in terms of the job creating and laboring?

692 Endell -- Except for specialized equipment that is shipped in, there is no reason why most of the work can't be fabricated here in state.

710 Halford -- It looks awful expensive to heat the facility.

734 Endell -- In terms of heating this complex, each of the buildings would have their own utilities, their own furnaces located over the control room.

763 Josephson -- Assuming that we add 300 prisoners per year, where would those additional people be housed?

768 Endell -- I feel we have an obligation to continue to adjust with what we've got since we can't afford to build new correctional centers. We would have to expand each of our existing centers the best we can.

791 Josephson -- Would you like to say a few words about the campus location of the Seward Facility.

800 Endell -- The site is actually a 4th of July creek which is directly across the bay from the City of Seward. There is a paved road to the site. The site is fronted by Seward's Developing Industrial Park. We will have approximately 335 acres which is butted up against the base of two large mountains. So this would make escape virtually impossible, unless the person is a mountain climber or a great swimmer.

834 Moss -- Are there any shops within the correctional system itself, that could do the laboring for the facility, such as welding, etc. The utilization of the prison force seems like a logical way to cut costs.

842 Endell -- I agree with you, Sen. Moss. But there is a problem on new construction. There are already indications from the labor movement that they don't want to take jobs from the private sector.

870 Side A of Tape I ends. Turned to Side B.

001 Moss -- It seems as though use of the prisoners for the labor work would tie into the rehabilitation program. It gives the inmates a trade to use once they are released from prison.

036 Endell -- I agree. It is possible, it is done elsewhere, and I would love to see it happen if I could get enough support.

063 Moss -- Hopefully, one day we will have some kind of law on the books that once prisoners are paid for labor work, they can begin to help their families out, plus payments to the victims.

082 Halford -- Is there a way to make prisoners work if they don't want to?

093 Endell -- We do have statutory authority to put inmates to work.

(**THE TESTIMONY BELOW, REGARDING THE WHITTIER SITE, IS DONE VERBATEM, PER REQUEST OF SENATOR JOE JOSEPHSON.)

Josephson: Let me ask you about Whittier. Do you see any prospect for retro fitting the structure in Whittier for future medium or minimum security facility, or maximum, but I think that would be too difficult. Looking down, I know that's been considered and rejected now, but I'm looking at, trying looking at a decade or so.

Endell: Last year, the legislature, I believe Rep. Bettisworth introduced a bill for the Buckner Building at Whittier.....

Josephson: And I think, excuse me, I think the Committee of the House has been moving the bill on that subject just within the last week, so this is a timely issue, I think.

Endell: Yes, that's correct. I testified last year before the House Finance Committee where the prime sponsor was. And I testified just a week ago in House HESS. Rep. Furnace presented that bill. I testified against it on both occasions. I was able to convince the representatives last year that it was not a good idea and I've attempted to convince the representatives this year that it's not a good idea. In fact, there's a decade of records showing back where every predecessor I can name has been adamantly opposed to it. The Department of Transportation has evaluated it. Their evaluation done in 1982, indicated that it would cost 42 million dollars just to bring that building up to code, reroof it and put in utilities and so on, and another 20 million to put it into shape for correctional purposes. The estimates now before the House indicate that 25 million dollars would make it into a turn-key operation within six month. I am not an engineer, so I am speaking beyond my qualifications. But I doubt seriously that that building could be made ready in less than two years and it would cost substantially more than 25 million dollars.

Josephson: Was the operator over the facility willing to offer that price, though, and say he would take the...the company would take the risk if there was a cost overrun.

Endell: That is my understanding.

Josephson: So would that be the state's problem or the operator's problem if in fact...

Endell: I assume that would be the operator's problem, but I also assume that he probably would not be able to take that risk unless the state would furnish some assurance that they were willing to purchase or lease it from them. Beyond that, though, if I might, the Whittier location is a very poor one because, in the same reason that other locations are poor, the logistical support doesn't exist. In fact, the citizens of Whittier are adamantly opposed to it. Both as represented in telegrams that

I received from them last year, and in their presence here last week.

Josephson: Did they come and testify against the bill....

Endell: They didn't testify, but they were present in the room and I understand that they were busy talking to various legislators about their opposition. However, for example, the nearest state troopers at Girdwood. There is no, there is nothing but a small volunteer fire department. There is no school system. There is no medical service or medications of any kind in Whittier. There is very little potential for housing the staff that would be required for a facility of that size. Ironically, it is the largest building in all of Alaska. It will never fall down. It is a huge, concrete fortress. It even has expansion joints in it in case an earthquake or temperature change. It's a very impressive building, but I doubt seriously that it would work well as an alternative for correctional operations. Mainly, because it would be so difficult to get to and get out of. For example, in a high security facility such as this one, while we can develop very secure perimeters, the problems in maximum security facilities become internal-- hostage situations, and riots and so on. Internal to the institutions where the problems develop. So you must have access to outside help. Off-duty staff, troopers, I hope this never happens in Alaska, but natural guard and so on, as it has happened in other states. Fire suppression teams and so on, emergency teams of all sorts, have to be available at Whittier because of its tunnel location and the inability to fly in and out of there and so on makes it very inappropriate.

Josephson: I do, I don't want to (inaudible) there is one thing, as I understood it, the sponsors from the bill contemplate that the town might be converted to road traffic and/or that the state-operated railroad would be available to take (inaudible)

Endell: If those events were to occur, Mr. Chairman, I think that it would change to some degree the acceptability of the Whittier site. But I would be hesitant to say that we should build that if these other things happen. I should also like to make it clear that it, I realize in testifying in opposition of the Whittier plan, there is always potential that it will pass through the legislature, and if that happens, I would be required to refurbish it and operate it.

Josephson: If the Governor signs the bill.

Endell: That's correct. But we will do so if that's.... (inaudible)...intent or correction. But I think professionally I should tell you that it's my opinion not anybody else's.

Josephson: Go ahead, Roger, with anything else you wanted to cover.

(END OF VERBATEM TESTIMONY REGARDING WHITTIER SITE)

260 Endell -- The Ketchikan Correctional Center opened in June, 1983 and houses 50 inmates. I received a call from the presiding judge there, who is requesting that we develop temporary, affordable units adjacent to the facility because he has 28 prisoners awaiting jail space. We would like to build the Palmer medium model, which could be built by inmate labor because of the traditional construction methods.

283 Endell -- In October 1983, the Wildwood Correctional Center opened and housed 56 inmates. It now has 70 inmates in it and within the next few months will hold 200. A new wing was opened in Fairbanks in November, housing an additional 40. A new section will be opened in the Juneau Correctional Center. Wildwood will be expanded. Cook Inlet Pretrial Facility addition will be completed next December. Nome should be on line sometime into next year. This is the overview in terms of housing capacity.

302 Josephson -- The issue of correction salaries vs. public safety salaries?

309 Endell -- At least one legislator suggested that rather than raising correctional salaries, that other law enforcement officers salaries be lowered. I would not propose that. That is not my highest priority. Adequate number of staffing is what is most essential.

342 Halford -- One statement in the Kopus report is that most of the agreements in the Cleary settlement were not constitutionally mandated. Where are we as far as that case is concerned?

354 Endell -- The most direct costs is creating positions as Cleary compliance monitors. There will be one of these positions in each institution. Our estimates last year were that if we settled the case in full, it could cost approx. eight million dollars. We elected not to go that route and are fighting the case in the Supreme Court.

408 Halford -- Haven't we already agreed to a lot of conditions?

410 Endell -- Yes. But that agreement is now in jeopardy because we feel the court has erred. We are asking the Supreme Court to rule on that.

485 Endell -- There has been a positive impact of the management of several of our facilities as a result of the Cleary Case, such as Cook Inlet Pretrial Facility.

512 Halford -- What about the data processing?

516 Endell -- I believe we have made substantial progress in our data processing capabilities within the last 12 months. We were able to hire good people who have experience with the systems. I can now tell you on a daily basis how many inmates we have, how many furlows, programs, etc. It is a very valuable management tool.

529 Moss -- On the felony charts that you have up there, what is the breakdown on the 85% as far as terms go?

537 Endel -- The misdemeanants are generally less than one year, while felonies are over 1 year.

641 Josephson -- Thank you very much for coming, Mr. Endel.

650 Meeting is adjourned at 4:30 p.m.