

**S B**

**464**

SENATE COMMITTEE REPORT  
FIRST COMMITTEE OF REFERRAL

DATE: 2/9/90

FURTHER: Finance

Date of 5-Day Notice: 3/1/90  
(in accordance with Uniform Rule 23)

DATE TURNED  
INTO OFFICE: 3/12/90

H E S S

Committee considered

SB 464

"An Act requiring new public schools built in certain communities to have sloped roofs; and providing for an effective date."

and recommended:

replace with \_\_\_\_\_ CS SB 464 (HESS)  same title  
 new title  
 attached amendment(s)  
 \_\_\_\_\_ letter of intent adopted

do pass

do not pass

no recommendation

individual recommendations

further referral to \_\_\_\_\_

ATTACHES NEW FISCAL NOTE(S):

Department(s)/Date:

Department(s)/Date:

fiscal note(s) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

zero fiscal note(s) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

appropriation-no fiscal note

Governor's bill w/fiscal note

SIGNING DO PASS:

OTHER RECOMMENDATIONS:

[Signature]  
[Signature]  
Tom Kelly  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

[Signature (No Rec)]  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Paul Fitch (Do Pass)

Chair: Signature and Recommendation

*Adopted*

6-2134E  
Bannister  
3/9/90

Original sponsor(s): SEN. ZHAROFF

1 IN THE SENATE

BY THE HESS COMMITTEE

2 CS FOR SENATE BILL NO. 464 (HESS)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SIXTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act requiring an architect's certification for  
7 the roofs of certain new public schools; and provid-  
8 ing for an effective date."

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

10 \* Section 1. AS 14.11 is amended by adding a new section to read:

11 Sec. 14.11.128. CERTIFICATION OF SCHOOL ROOF DESIGN. The archi-  
12 tect responsible for the principal design of a new public school shall  
13 certify in writing that the roof has been designed to prevent an  
14 accumulation of snow and ice that would cause structural damage or  
15 failure.

16 \* Sec. 2. This Act does not apply to the construction of a new public  
17 school if a contract for the construction of the school has been entered  
18 into before the effective date of this Act.

19 \* Sec. 3. This Act takes effect immediately under AS 01.10.070(c).  
20  
21  
22  
23  
24  
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## FISCAL NOTE

**REQUEST:**

Revision Date: \_\_\_\_\_  
 Title: Requiring new public schools  
 built in certain communities...  
 Sponsor: Zharoff  
 Requestor: Senate HESS

Agency Affected: Education  
 BRU: \_\_\_\_\_  
 Components: \_\_\_\_\_

**EXPENDITURES/REVENUES:** (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

**FUNDING:** (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						
TOTAL						

**POSITIONS:**

FULL-TIME						
PART-TIME						
TEMPORARY						

**ANALYSIS :** (Attach a separate page if necessary)

Prepared by: Mary Hakala Phone: 465-2800  
 Division: Commissioner's Office Date: 3/5/90

Approved by Commissioner: William G. Demmert Date: 3/5/90  
 Agency: Education

Distribution (by preparer):  
 Legislative Finance  
 Legislative Sponsor  
 Requestor  
 Office of Management and Budget  
 Impacted Agency(ies)



# SENATOR FRED F. ZHAROFF

## ALASKA STATE LEGISLATURE

P. O. BOX 405, KODIAK, ALASKA 99615 (907) 486-5259

DURING SESSION:

P. O. BOX V, JUNEAU, ALASKA 99811 • (907) 465-3473 • 465-3474

*KID*

DISTRICT N

ALASKA PENINSULA • ALEUTIAN CHAIN • BRISTOL BAY • KODIAK ISLAND • LAKE CLARK/LAKE ILIAMNA • PRIBILOF ISLANDS • SHUMAGIN ISLANDS

3 March, 1990

*pitch*

### MEMORANDUM

TO: Senator Paul Fisher, Chairman  
Senate HESS Committee

FROM: Senator Fred Zharoff

RE: SB 464: "An act requiring new public schools built in certain communities to have sloped roofs; and providing for an effective date".

I appreciate your having scheduled SB 464 and I am submitting the attached back up for your committee's review.

This measure was introduced to address potential structural failures of flat roofs on schools. In the past year, two roofs on schools in Senate District "N" have experienced structural damage, with one of them resulting in a total collapse.

The most recent occurrence happened several weeks ago in Dillingham when a 20 foot laminated beam failed under a heavy snow load on the roof of the gym. Fortunately the roof did not collapse, and the health and safety of the students were not jeopardized.

Last year the community of Aleknagik suffered a potential catastrophe when the roof on its school collapsed without warning, trapping and injuring a junior high student. Fortunately, the collapse occurred when very few students were at the school, and a regional athletic event scheduled for that evening had been cancelled because of bad weather. Had the gym been filled with students and spectators, the potential for loss of life and serious injury would have been significant.

Given the increased snow levels of the past few years, and the likelihood of diminished funding as the state revenues decrease, I feel it is prudent to consider a policy decision which would prohibit the construction of new schools with flat roofs.

Thank you for your consideration of this measure.

1

The architect responsible for principal design of a school must certify in writing that the roof has been designed to prevent the accumulation of snow and ice which could cause structural damage or failure.



Senate Health, Education and  
Social Services Committee

Senator Paul Fischer, Chairman

Possible new language on Subsection (2):

The Commissioner finds just cause, in writing,  
that a sloped roof would not be appropriate.

The Department finds that a sloped roof would  
cause an additional financial burden that could not  
be met with existing resources?

?????

dcm/ 3/7/90

Original sponsor(s): SEN. ZHAROFF

1 IN THE SENATE

BY THE HESS COMMITTEE

2 CS FOR SENATE BILL NO. 464 (HESS)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SIXTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act requiring new public schools to have sloped  
7 roofs; and providing for an effective date."

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

9 \* Section 1. AS 14.11 is amended by adding a new section to read:

10 Sec. 14.11.128. SLOPING ROOFS REQUIRED FOR NEW SCHOOL CONSTRUC-  
11 TION. A new public school that is built in the state must have a roof  
12 that is sloped adequately to prevent an accumulation of snow that can  
13 cause the roof to collapse. This section does not apply to the con-  
14 struction of a school if

15 (1) a person who is licensed as an architect under AS 08.48  
16 states in writing the person's opinion that a sloped roof would cause  
17 a safety hazard; or

18 (2) the cost of the sloped roof would cause the budget for  
19 the construction of the school to exceed the ability of the school  
20 district or regional educational attendance area to finance the  
21 construction of the school.

22 → \* Sec. 2. This Act does not apply to the construction of a new public  
23 school if a contract for the construction of the school has been entered  
24 into before the effective date of this Act.

25 → \* Sec. 3. This Act takes effect immediately under AS 01.10.070(c).  
26  
27  
28  
29

STATE OF ALASKA  
THE LEGISLATURE

POUCH Y STATE CAPITOL

JUNEAU ALASKA 99811

907 465 1800

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

March 8, 1990

SUBJECT: Suggested change to CSSB 464 (HESS)  
(Work Order No. 6-2134E)

TO: Senator Paul Fischer  
Chair, Senate HESS Committee

FROM: Theresa L. Bannister *TB*  
Legislative Counsel

This memo accompanies the draft of CSSB 464 (HESS) that you requested. Please notice that with the revision, sec. 1 of the bill is no longer consistent with sec. 2. Section 1 is now directed at the design for the school, while in the previous version it was directed at the construction of the school.

The purpose of sec. 2 is to prevent the bill from impairing existing contracts and violating the federal and state constitutional prohibitions against impairment of contracts. To avoid impairment, sec. 2 in the preceding version stated that the bill didn't apply to existing construction contracts. However, since the bill is now directed at school design contracts and since the design contract usually precedes the construction contract, sec. 2 no longer prevents the bill from affecting existing design contracts.

I do not have sufficient technical information to determine whether the new version of the bill would significantly affect the design of a school or impose a burden on the architect. Although I presume an architect is required to design a safe school anyway, the bill does impose a new certification obligation on the architect, which may not be contained in existing school design contracts. Therefore, it is probably advisable to rewrite sec. 2 to make it consistent with sec. 1 and therefore avoid a possible violation of the constitutional provisions against impairment of contracts.

Senator Paul Fisher  
Page 2  
March 8, 1990

To correct the problem, sec. 2 could be rewritten to read:

\* Sec. 2. This Act does not apply to the design of a new public school if a contract for the design of the school has been entered into before the effective date of this Act.

Please also note that it would be advisable to indicate in the bill the person to whom the architect must make the certification (e.g. the Department of Education).

If I can assist you with these matters, please advise.

TLB:pl  
WKP3/031

Enclosure

# Snow damages

Anch Times  
2/21/90

# school gym roof in Dillingham

## Classes still on, but other events in limbo

By JOHN WOLFE  
Times Writer

Heavy snow has damaged the roof on a gymnasium at Dillingham High School, prompting school officials to consider cancelling some events.

"We had a 20-foot glue-lam beam fail under snow load," said Principal Larry Price. "It's dropped about six inches."

Unusually high snowfall last year may have strained the roof, causing it to fail under a smaller load this year, Price said. The school's gym, locker rooms and band room are closed, although classrooms are open and school remains in session. Price said no students are in danger.

"We've got it all trussed up and braced," he said. "It's all under control."

An insurance adjustor and structural engineer were scheduled to survey the damage today.

Because the community is a hub for southwestern Alaska, closure of the gym could disrupt youth conferences and a regional band festival, Price said. The band festival, scheduled Feb. 26-28, is threatened because its 200 expected participants were to stay at the school.

Combined enrollment at the

'We've got it all trussed up and braced.'

— Larry Price  
school principal

Dillingham middle school and high school is 225.

The elementary school next door provides the obvious alternative, said Price, but it is not equipped with showers.

Custodians discovered water leaking into the building Sunday, Price said. A construction company shored up the sagging beam, which is about 20 inches thick.

Roof collapses are an issue in the area, according to Price, because last winter, the Aleknagik School gym roof caved in under record snow loads. Aleknagik School is about 25 miles north of Dillingham.

Bob Hopkins, a National Weather Service meteorologist in Anchorage, said there are 45 inches of snow on the ground in Dillingham now, "which is a lot for them." On Feb. 16, there

See Roof, page B-8

JUNEAU EMPIRE  
3/2/90

## Alaska

**Snow collapses fire station roof in Nikiski:** A roof on the Nikiski Fire Department's Station No. 2 collapsed early today under the weight of heavy snow, trapping a pumper and an ambulance inside.

two firefighters inside the adjoining sleeping quarters were awakened about 3:30 a.m. when the flat roof of the equipment bay fell under the weight of about five feet of snow.

Harris said no one was hurt and the department could still respond with equipment from the other station. Harris said he expected to have the wreckage cleared and the station back in business within 24 hours. There was no immediate damage estimate.

## Roof

Continued from page B-1

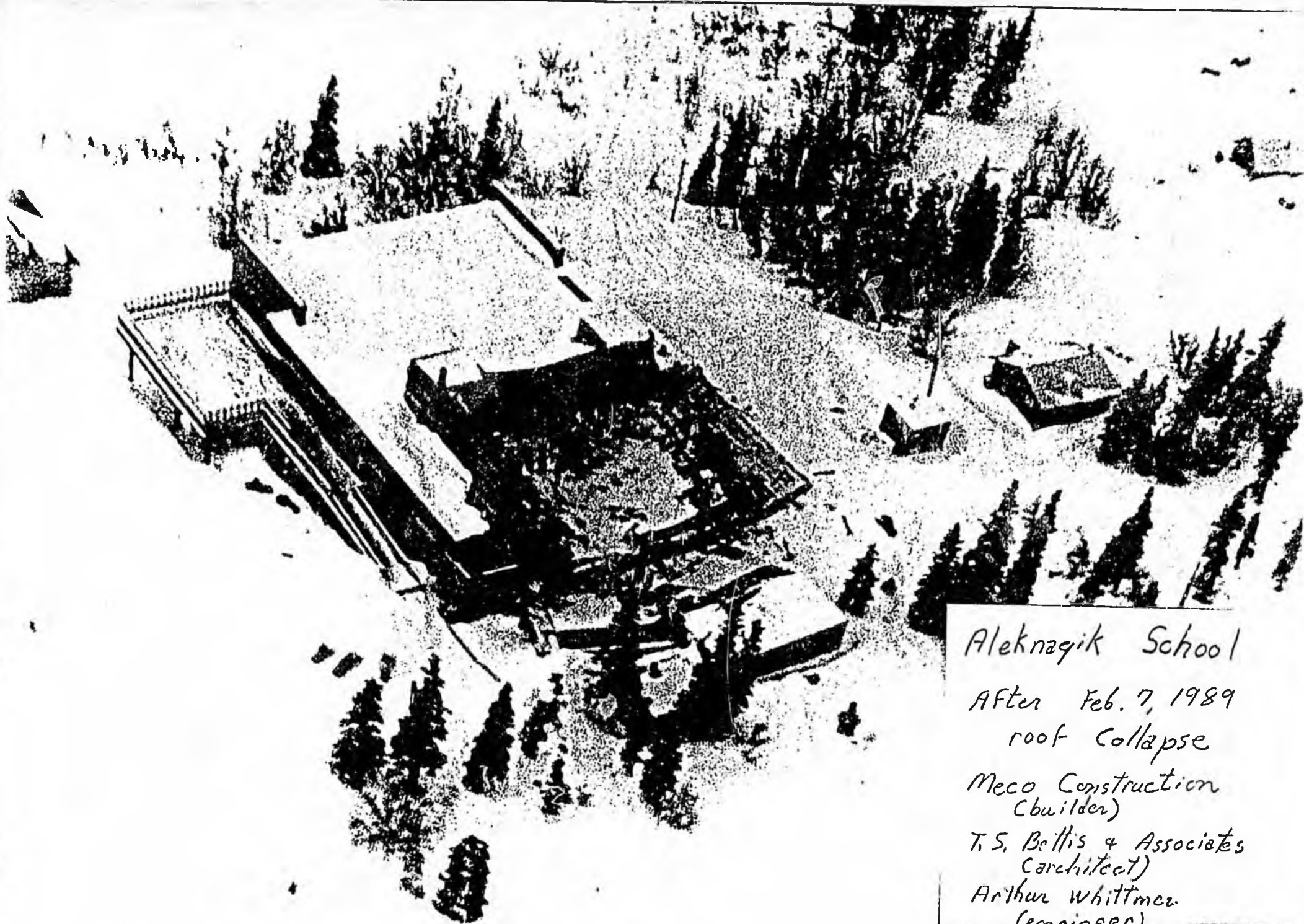
were 11 more inches, which have since settled or blown away from the unofficial measuring station there.

Average snowfall in Dillingham is 73 inches, although last year's snowfall was a record 150.5 inches, said Jim

RECONSTRUCTION OF GYM / STRUCTURAL ENHANCEMENTS  
ALEKNAGIK, ALASKA

REQUEST FOR  
EMERGENCY FUNDS  
ALEKNAGIK SCHOOL

REQUESTED BY  
SOUTHWEST REGION SCHOOL DISTRICT  
DILLINGHAM, ALASKA  
MARCH 15, 1989



Aleknagik School

After Feb. 7, 1989  
roof collapse

Meco Construction  
(builder)

T.S. Bellis & Associates  
(architect)

Arthur Whittmer  
(engineer)

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by - Sen. Zharoff

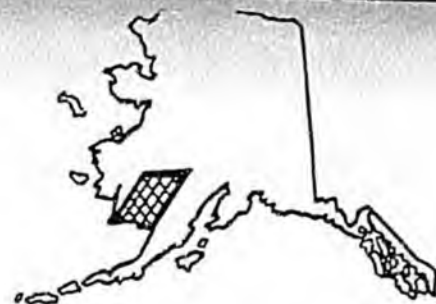
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## Southwest Region Schools

P.O. Box 196  
Dillingham, Alaska 99576  
Phone (907) 842-5288



March 15, 1989

### TO THE 1989 LEGISLATURE

On February 7, 1989, the gym roof of the Aleknagik School collapsed during after school gym activities. The School District has hired John L. Aho, Ph. D of CH2M Hill to assist the District in identifying the cause of the accident and the safety of the remaining portion of the building.

Preliminary engineering reports indicates the roof trusses were overstressed under the design snow load. The construction drawings for the project were missing pertinent information such as the fastening system for connection of vertical and lateral load-carrying walls to the roof and floor diaphragms. This apparent oversight left the possibility open for the contractor to make his own decisions concerning these critical structural attachments. It also appears that certain items may have been overlooked by the contractor during construction. These include construction of the gymnasium north and east wall corner intersections in a manner other than the way detailed in the plan, absence for nailing of the east wall bottom plate connection for the floor diaphragm and wall plywood that was discontinuous.

Because problems has been identified after the collapse of the gym roof which could effect the stability of the remaining structure, the building cannot be re-occupied until critical structural elements are reviewed and corrections implemented.

1989 Legislature  
March 15, 1989

We appeal to this legislature for emergency funding in the amount of \$1,462,000 to restore this school to its full safe use for the fall of 1989. Justifications for this request are contained herein. Your expedient attention to this matter is appreciated, as timing is of the utmost urgency.

Respectfully requested,

John Antonnen, Superintendent  
Southwest Region School District

## JUSTIFICATION NARRATIVE

### **HISTORY**

In 1983, a new school was constructed in Aleknagik, Alaska. It was a one story wooden structure, supported on a driven steel pile foundation, and covered by a flat roof, designed to allegedly retain and constrain snowload build ups during the winter. The school, programmed for K-12, contained a multi-media space and additionally a gymnasium for athletic programs.

On February 7, 1989 at approximately 4.45 PM the gym roof unexpectedly and without warning collapsed, entrapping and injuring one Jr. High student. According to witnesses, the total time elapsed during the catastrophe was a mere 10 seconds. The school staff, fellow students, parents and all concerned have given continued thanks that a scheduled athletic event was not held that day due to weather constraints. Had the games come to pass, 45 children would have been eating their meals in the gymnasium at the time of the collapse, undoubtedly resulting in many serious injuries and even deaths.

Since the time of failure, the Southwest Region School District has abandoned the building, not understanding the safety status of the remaining spaces. Class schedules have been maintained, by conducting classes in makeshift spaces in nearby teacherages, an awkward and cumbersome task at best.

### **REBUILD PROGRAM**

The Southwest Region School District desires reconstruction of the gym facility complete with finishes and equipment, plus construction of a new sloping metal roof over the entire complex, superseding the remaining flat roof. The sloping metal roof design will facilitate the shedding of snow naturally, rather than anticipate loading from accumulation. Additionally, the structural enhancements to the piling foundation, plus structural repairs to the

wall and floor systems in the remaining elements, necessitated by discoveries made during investigation of causation.

As it is imperative to have the total school facility available for the start of the 1989 fall semester, it becomes necessary to "fast-track" the rebuild effort to assure completion on or about Labor Day in September.

The fast-track process necessitates the project team be identified at the earliest possible date, to perform design, costing, procurement, and scheduling functions concurrently. Early identification of long leadtime materials, from the design process, for purchasing and delivery is key to the success probability of completion by September 1st. The exceptionally short design time, coupled with the traditionally short Alaskan construction season, leaves no latitude for time-error. As is demonstrated by the schedule exhibit on page 10 of this presentator, that team identification process is underway at this time. It is anticipated that the project team will be selected and functional by the last week of March. All tasks are on the critical path for completion by September 1st - there is no time to spare!

Historically, the fast-track process is slightly more expensive than the traditional approach, justified by earlier than normal occupancies. That trade-off has been reconciled by this School District, in that there is no alternative to reoccupying this school building in the fall, and with life safety being assured to the maximum degree possible.

#### **FAILURE ANALYSIS**

The District has engaged the services of a structural design and analysis expert, Dr. John Aho whose investigation to date has revealed that not only [1] the failure event was the result of overstressing of structural roof trusses in the gym roof, but that [2] the existing piling foundations are likely overstressed; as are other structural components for the remaining building spaces.

His preliminary calculations of the gym 's original design suggest that the gymnasium roof trusses were significantly overstressed from snow load conditions, and that through cyclic overstressing year after year, a failure occurred in one truss triggering a simultaneous chain reaction to the others. The validity of conclusions drawn from the calculations were reinforced by evidence at the site of faulty fastening methods for the supporting walls, deck and roof components.

Certain critical connectors, fastening techniques, and design details appear to be deficient in the gym and may be absent entirely in the rest of the building. This would result in the facility not functioning as an integrated structure, a detriment to the safety of the entire building.

It has already been determined that the existing piling foundation is potentially overstressed to resist the snow loads suspected to have caused the collapse. Thus, because problems that have been identified after the collapse of the gymnasium may have effects on the stability of the remaining structure, it would be prudent to examine critical structural elements in the remaining portions of the school, a task that is not yet started. It is surmised that strengthening measures will be necessary; measures such as re-roofing to shed snow load, installing additional wall to roof connections, stiffening lateral force-resisting walls and substantial bracing and secondary supporting for the pile foundation.

In summation, the preliminary findings point to overloading of structural roof, wall, and piling components from snow loads and wind loads. The failure resulted then from inadequate original design criteria, and was compounded by some faulty construction methods; not only in the gym area but throughout the whole facility.

## **STRUCTURAL ENHANCEMENTS**

Thus, as a result of the preliminary findings, the following scope of improvements is suggested:

In addition to providing a sloped roof over the entire structure, reinforcements within the walls, ceilings, and remaining flooring systems are anticipated. The foundation piles will require reinforcement and / or alteration. The exact scope, and thus the cost, of the enhancement program is undefined. The reality of having to perform structural rehabilitation of severe magnitude to the foundation, and to the remainder of the building is recognized, however.

## **EXHIBITS**

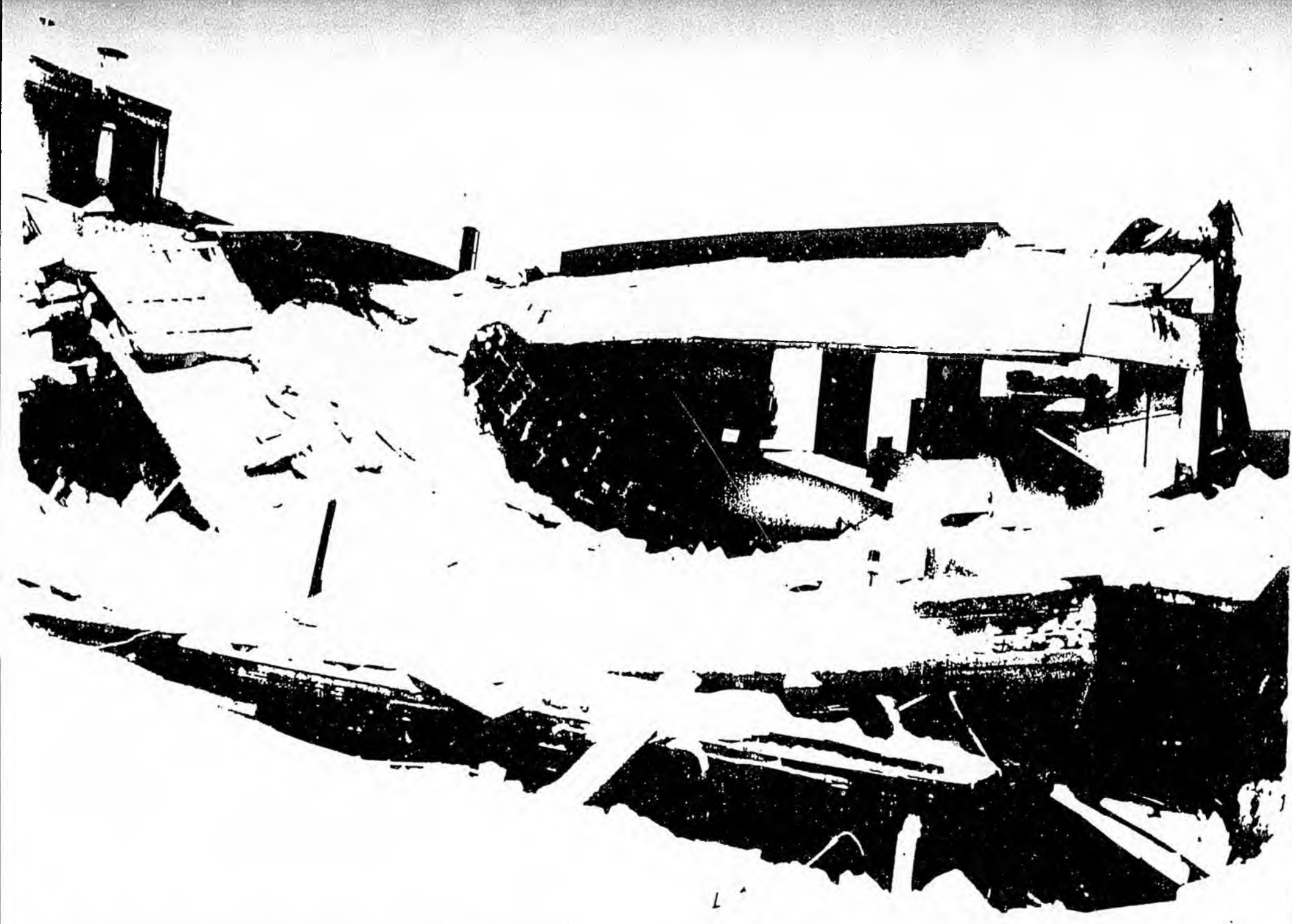
To illustrate the magnitude of the catastrophe, photos of the failure event are included. Additionally, to assist the legislators in visualizing the proposed rebuilding program, Architectural conceptual drawings are likewise ensembled, illustrating the sloped roof concept.

## EXHIBITS

1. Photos - Damage following the collapse
2. Architectural Conceptual Drawings
  - perspective - before & after failure
  - perspective - sloped roof schemes
  - elevations - conceptual

DAMAGED ROOF TRUSSES NEAR  
WEST INTERIOR WALL - 2/23/89



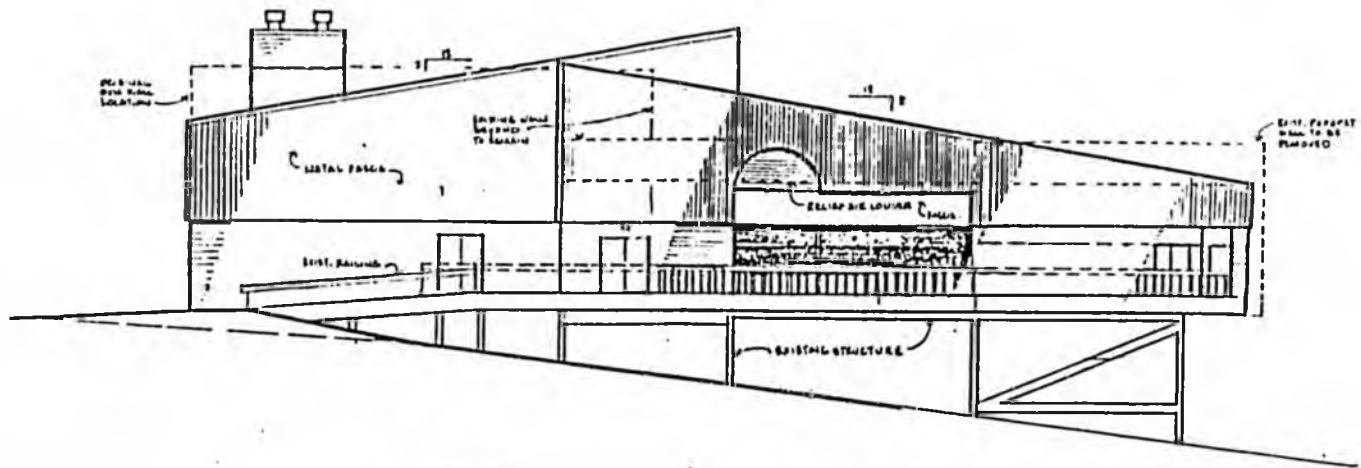


GYMNASIUM DAMAGE AREA LOOKING WEST -2/23/89

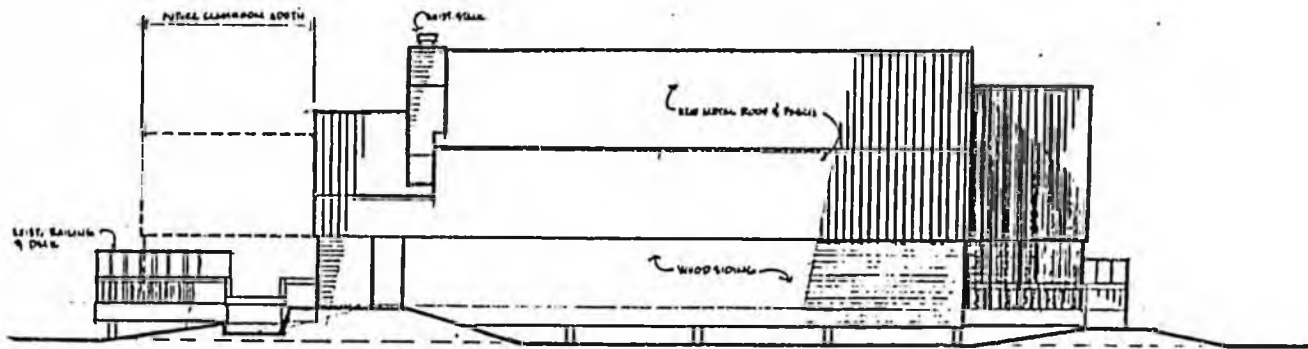








© NORTH ELEVATION OPTION #2  
 0 10 20  
 FEET

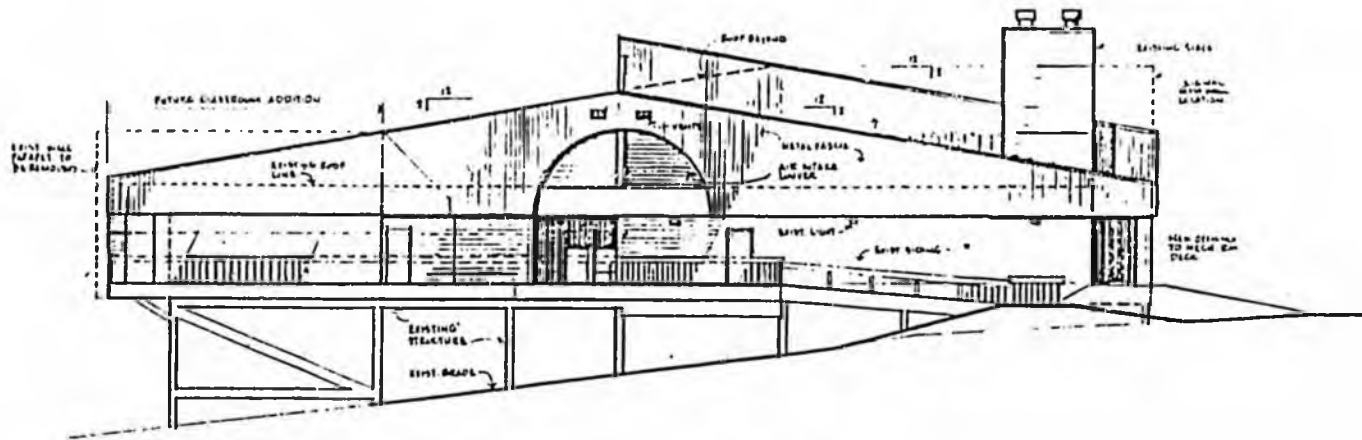


① EAST ELEVATION OPTION #2  
 0 10 20  
 FEET

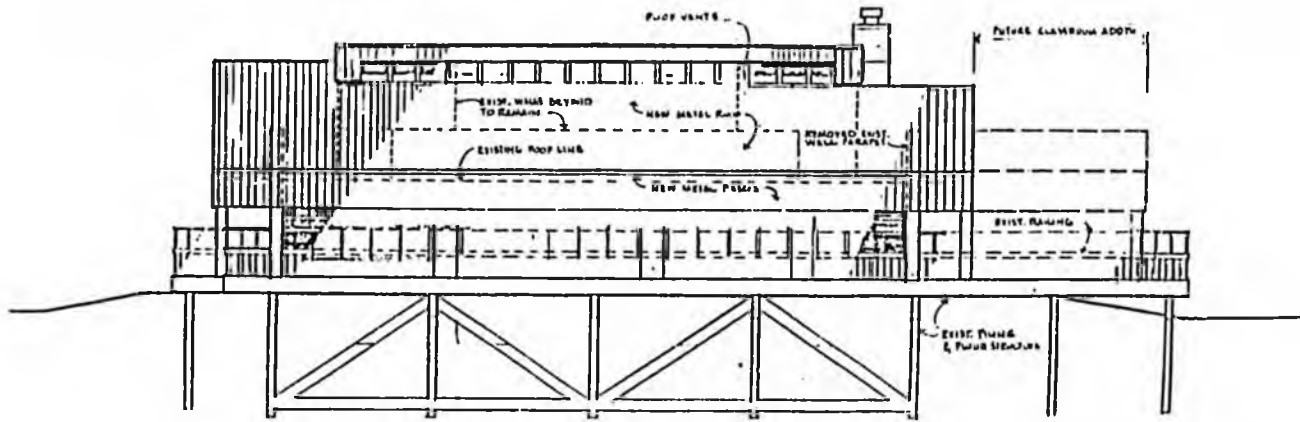
Hummin Associates, Inc.  
 ARCHITECTS & PLANNERS

ALEKNAGIK SCHOOL REBUILT  
 CONCEPTUAL DESIGN  
 PLEASANTVILLE

ELEVATIONS  
 OPTION #2



(A) SOUTH ELEVATION OPTION #2  
1/8" = 1'-0"



(B) WEST ELEVATION OPTION #2  
1/8" = 1'-0"

KUMIN ASSOCIATES, Inc.  
ARCHITECTS & ENGINEERS

ALEKNAGIK SCHOOL REBUILD  
CONCEPTUAL DESIGN  
ALEXANDER, ALASKA

Drawn	AL
Checked	
Date	12/87
Scale	
Job No.	0700.00
Drawn Title	ELEVATIONS
Option #	OPTION #2
Sheet No.	1

## COST ESTIMATES

The District has retained the services of a professional construction cost estimating company, HMS, Inc. of Anchorage to prepare estimates for the cost of replacement. The majority of the following cost presentation is derived from their initial and only report at the time of this presentation. The HMS estimate by itself, is incomplete due to additional deficiencies being discovered as the demolition work progresses. Thus, other costs are included; formulations by the District's construction management consultant, Stonebraker & Associates, also of Anchorage.

Further explanation of cost derivations are as follows:

1. Demolition - Includes the cleanup costs of the school site; selectively uncovering materials significant to determining causation, salvaging and storing reusables, and removing the unusable debris to the dumpsite, some distance away.

1. Construction - Estimated for construction start in Spring 1989, completion in Fall 1989, utilizing Title 36 labor rates, and fast-tracking techniques. It includes the gym equipment, bleachers, and finishes but excludes design and administrative costs. The \$375,000 structural enhancement estimate reflects anticipated renovations to the piling foundation and in the remaining portions of the building.

2. Design & Administrative - Assumes design cost at higher than normal, as related to rebuild / renovation / fast tracking approach. Administrative cost estimate assumes full services of a professional project manager / construction manager for the District, as related to the fast track approach.

3. Insurance Proceeds - Insurance proceeds to be derived will be based on the replacement costs of the building before the failure event and will not consider any design improvements therefrom. There will be no insurance proceeds to the cost contribution of the sloped roof over the remaining portion of the building, to the piling foundation fix, or to the remedial structural enhancements for the rest of the building. Those

costs will be to the District's account and represent the majority of this emergency funding request.

## REBUILD PROJECT ESTIMATE

### DEMOLITION

Clean-up of Debris \$ 90,000

### CONSTRUCTION:

Gym Replacement - New Sloped Roof Design \$ 725,472  
Sloped Roof Over Remaining Building 402,016  
Structural Enhancements - Remaining Building 375,000  
\$1,502,488

### DESIGN & ADMINISTRATION

Architectural & Engineering \$ 160,000  
Owner Administration & Project Management 200,597  
360,597  
Subtotal \$1,803,085  
Contingency \$ 186,309

Project Estimate = \$2,139,394

### INSURANCE PROCEEDS ANTICIPATED

Demolition \$ 30,000  
Gym replacement with flat roof [const] \$ 562,826  
Design & Owner Administration 84,424  
\$ 677,250

### REQUESTED AMOUNT FROM 1989 LEGISLATION

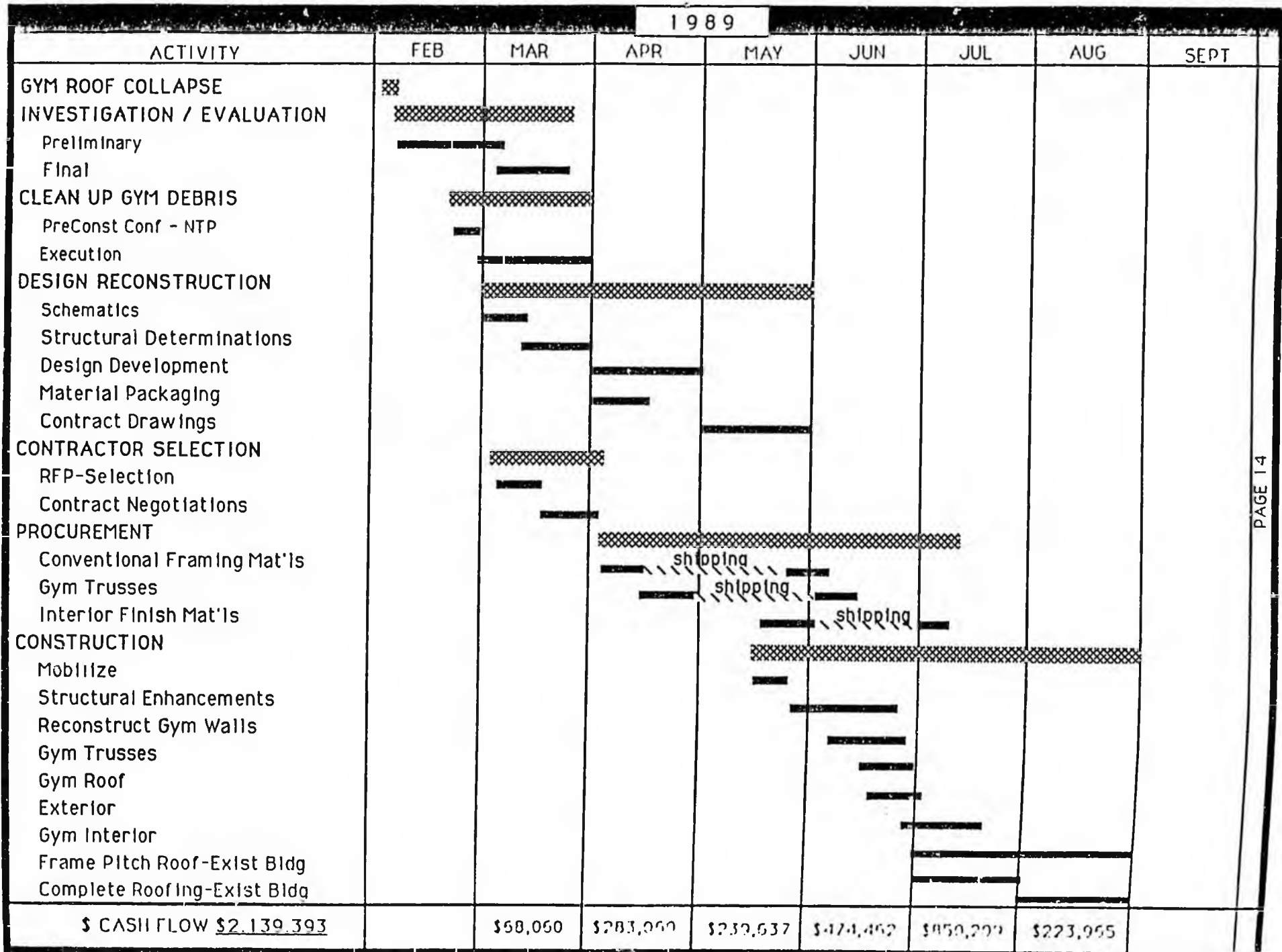
Rebuild Project Estimate \$ 2,139,394  
Anticipated Insurance Proceeds (-) 677,250  
\$ 1,462,144

REQUEST = \$ 1,462,000

## SCHEDULE

The attached schedule shows the overall project tasks and targeted timeframes for completion by September 1, 1989.. It demonstrates the concurrency of events by Designer / Contractor / Owner / Manager necessarily dictated by the short overall time frame. Associated with an accelerated completion schedule is an accelerated cash flow requirement, tabulated and shown by month on the bottom of the schedule.

# ALEGNAGIK SCHOOL - RECONSTRUCTION PROJECT SCHEDULE



## SUMMARY

Southwest Region School District faces two problems. First is the rebuilding of the gym and the second is the engineering finding that because of design and construction problems, there have been substantial effects on the stability of the remaining structure. The remaining portion of the Aleknagik School is not safe to house the current educational program. The two requests for funds that the District makes in this proposal are substantial structural enhancements of the foundation and remaining building, and the addition of a sloped roof over the entire building.

Insure proceeds will only pay to replace what was previously designed and constructed. Without the additional funds for construction enhancement and a sloped roof over the entire building, the District will not be able to house students at Aleknagik.

The paramount reason for this request for State funds, in addition to the insurance proceeds is for the assured safety of the Southwest Region students. We request the 1989 legislature to issue a grant in the amount of \$1,462,000 in the Capital Improvement Projects bill to perform reconstruction and renovation described in this proposal.

Respectfully requested,

John Antonnen  
Superintendent