

ALASKA LEGISLATURE COMMITTEES 2003-2004

2230

HHESS

HB 88

2230

H

B

8

8

(7)

COMMITTEE REPORT

HOUSE

FURTHER: FINANCE

1/20/63

Date: _____

Mr. Speaker:

The Committee on HESS has had HB 83

An Act making special appropriations to the Department of Health and Social Services for the acquisition, improvement, and operation of certain property for use as correctional facilities; and providing for an effective date.

under consideration and reports it back as follows:

- do pass do not pass
- do pass with attached amendments(s)
- replace with ^{SS}ES for HB 88 same title
- new title
- and recommends _____
- AND attaches a "Letter of Intent" New Fiscal Note
- reports it back without recommendation Zero Fiscal Note Attached
- referred to the _____ Committee

**MEMBERS SIGNING
DO PASS**

Mr. Treacher

M. W. Miller *No Pass*

**MEMBERS HAVING
OTHER RECOMMENDATIONS:**

Mr. Dennis *NO REC*

Mr. Holt *No rec*

Mr. Treacher

CHAIRMAN

Mr. Holt

COMMITTEE REPORT

4/11

HOUSE

FINANCE

FURTHER:

(7)

4/7/83

Date: April 11, 1983

Mr. Speaker:

HEALTH, EDUCATION AND

The Committee on SOCIAL SERVICES has had SS HB 88

An Act making a special appropriation to the Department of Health and Social Services for the acquisition and improvement of the Buchner Building in Whittier as a correctional facility; and providing for an effective date.

under consideration and reports it back as follows:

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

MEMBERS SIGNING DO PASS

M.W. Miller Do Pass

Mr. Tucker

MEMBERS HAVING OTHER RECOMMENDATIONS:

John Jones No rec

Mr. Hooper NO P&C

Mr. Miller

CO- Mr. Tucker

CHAIRMAN

CO- (M) O H



Olympic, inc.

171 MULDOON ROAD, SUITE 114
ANCHORAGE, ALASKA 99504
PHONE: (907) 337-1546

PATRICIA A. ZAMARELLO
President

PETER G. ZAMARELLO
General Manager

March 14, 1983

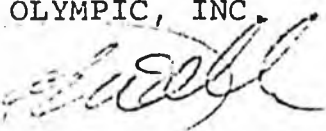
State of Alaska
Proposal for Buckner Building - Whittier, Alaska

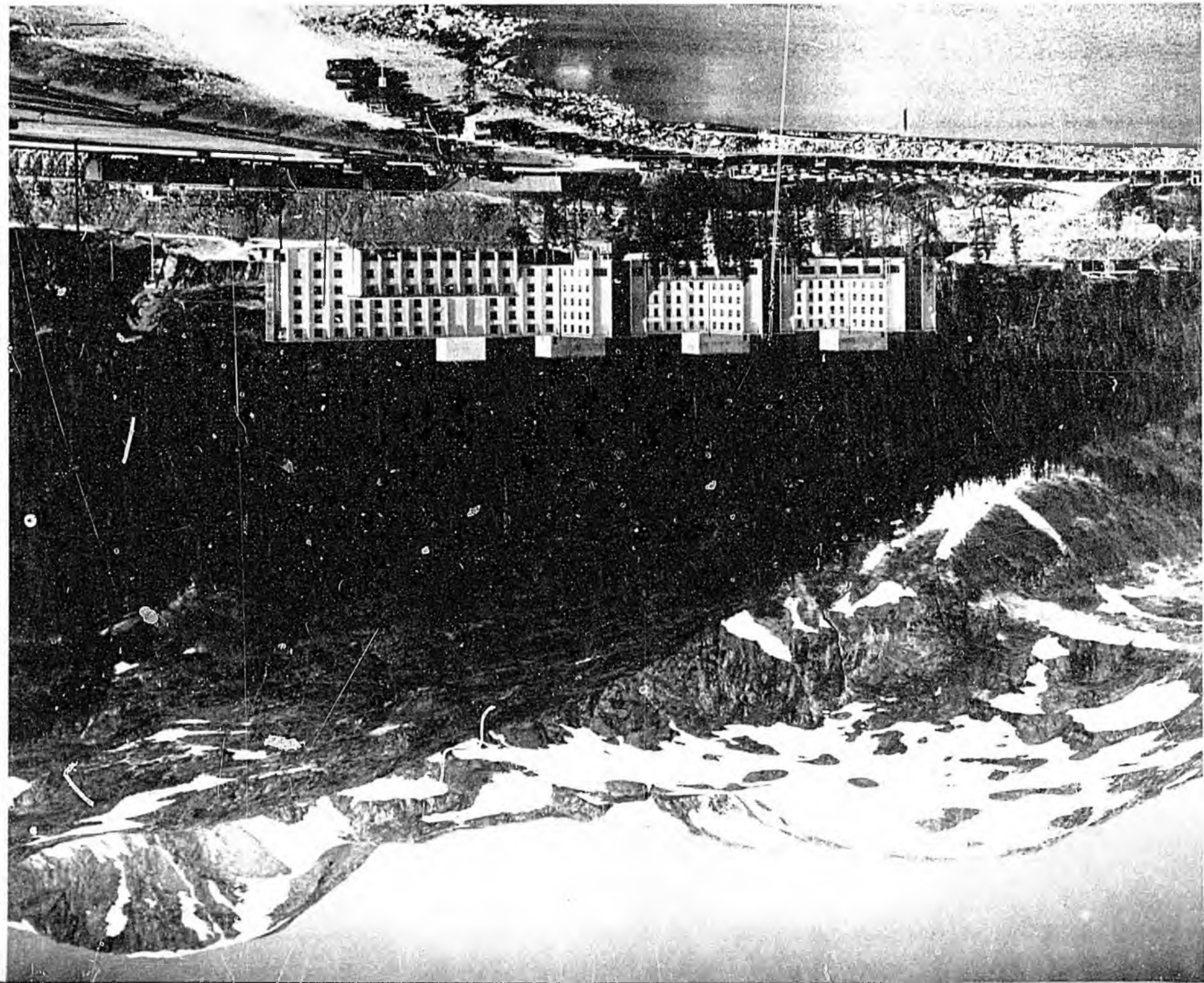
FIRST OPTION: The State will purchase the Buckner Building at \$7,500,000.00 eminent domain.

SECOND OPTION: Olympic, Inc. will remodel the building and rent it to the State at \$1.50 per square foot. The State will have the option to purchase the building at appraisal after five (5) years. This will require a letter of intent from the State to lease the building for twenty (20) years, with the option to buy after five (5) years.

THIRD OPTION: The State will purchase the building and Olympic, Inc. will remodel it for a maximum of \$25,000,000.00 to accommodate a minimum of 1,000 people, including all facilities.

OLYMPIC, INC.


PETER ZAMARELLO
President





INTERSTATE COMPANY, INC.
GENERAL CONTRACTORS

P.O. BOX 4-1438, ANCHORAGE, ALASKA 99509
TELEPHONE: 276-2212
TELEX: (090) 26-531

March 9, 1983

Olympic, Inc.
171 Muldoon Rd.
Anchorage, AK 99504

Attn: Mr. Zamarillo

Re: Restoration of the Buckner Bldg. Whittier, AK

Gentlemen:

This letter is in reference to your request to review the plans as well as the above named facility located in Whittier Alaska.

According to our conversation, it may be your intent to completely refurbish the 274,000 S.F. Buckner Building and to change this building into a correctional facility. In order to do so, it appears that an entire new heating and ventilating plant plus electrical system will be necessary. Our cost review includes a sixteen bed hospital, six lane bowling alley, and complete commercial food preparation and dining facility.

The exterior needs total restoration with new windows and a new roof system. Also, in this review we have included exterior security fencing and security at all exterior openings and windows.

This is a brief overview as to the possible requirements to change the Buckner Building into a correctional facility.

Our best estimate would indicate that the complete change can be accomplished for approximately \$18,700,000.00.

We thank you for this opportunity to work with you on this project.

If you have any additional questions please feel free to contact us.

Very truly yours,

INTERSTATE COMPANY, INC.

Joseph Ressel
Secretary/Treasurer

at/ap

BUILDERS & CONTRACTORS SERVICE

2124 Hillcrest Place
Anchorage, Alaska 99503
(907) 276-4618

Contractor Claims
Construction Management
Appraisal Estimates

Quantity Surveys
Estimates
Bid Preparation

March 9, 1983

Olympic Inc.
171 Muldoon Road
Anchorage, Alaska

ATTENTION: Mr. Pete Zamarello

REFERENCE: Buckner Building - Whittier, AK

SUBJECT: Preliminary Project Review - Cost Estimate

Gentlemen:

At your request, per the commission given us, we have made a complete review, on a preliminary basis, of the above reference structure.

Our commission, as we understand it, is to provide you with cost figures in two parts, as follow:

1. Remodeling and conversion of the existing building, to be used as a correctional facility.
2. A remodeling of the existing facility, including new ventilation and heating systems and electrical systems. In addition, new elevators, new roofing, new flooring, new ceiling systems and a number of new partitions. Additionally,, per your instructions, we have included costs for restoration of the building exterior, as well as, additions for a six lane bowling alley and bakery, a sixteen bed hospital and a new dining area/kitchen facility.

Our review anticipates that any and all work which would be done would meet existing state and local codes.

The figures we have arrived at, are based upon the preliminary sketches, pictures and numerous meetings with your company.

Due to the fact that we did not have definitive, exact drawings from which to work, our price must be considered preliminary and in this regard, we are providing you a cost range for each item. Our estimates are as follows:

1. For remodel and conversion to a correctional facility, our cost estimate range is \$23,725,000 to \$25,100,000.
2. For remodeling and additions as noted above, our cost estimate range is \$18,650,000 to \$19,800,000.

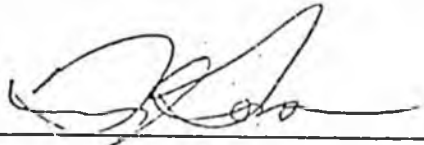
If we can be of further assistance or should you wish a more exact cost estimate after development of drawings, we would be pleased to provide them for you.

Attached is our billing, which we forward with this report, for payment.

Thank you for using our services.

Very truly yours,

BUILDERS AND CONTRACTORS SERVICE



Terry Gorsuch

TG: jw

Enc.



INTERSTATE COMPANY, INC.
GENERAL CONTRACTORS

P.O. BOX 4-1438, ANCHORAGE, ALASKA 99509
TELEPHONE 276-2212
TELEX: (090) 26-531

March 9, 1983

Olympic, Inc.
171 Muldoon Rd.
Anchorage, AK 99504

Attn: Mr. Zamarrillo

Re: Restoration of the Buckner Bldg. Whittier, AK

Gentlemen:

This letter is in reference to your request to review the plans as well as the above named facility located in Whittier Alaska.

According to our conversation, it may be your intent to completely refurbish the 274,000 S.F. Buckner Building and to change this building into a correctional facility. In order to do so, it appears that an entire new heating and ventilating plant plus electrical system will be necessary. Our cost review includes a sixteen bed hospital, six lane bowling alley, and complete commercial food preparation and dining facility.

The exterior needs total restoration with new windows and a new roof system. Also, in this review we have included exterior security fencing and security at all exterior openings and windows.

This is a brief overview as to the possible requirements to change the Buckner Building into a correctional facility.

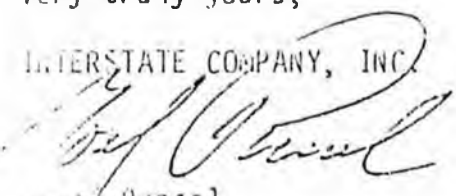
Our best estimate would indicate that the complete change can be accomplished for approximately \$18,700,000.00.

We thank you for this opportunity to work with you on this project.

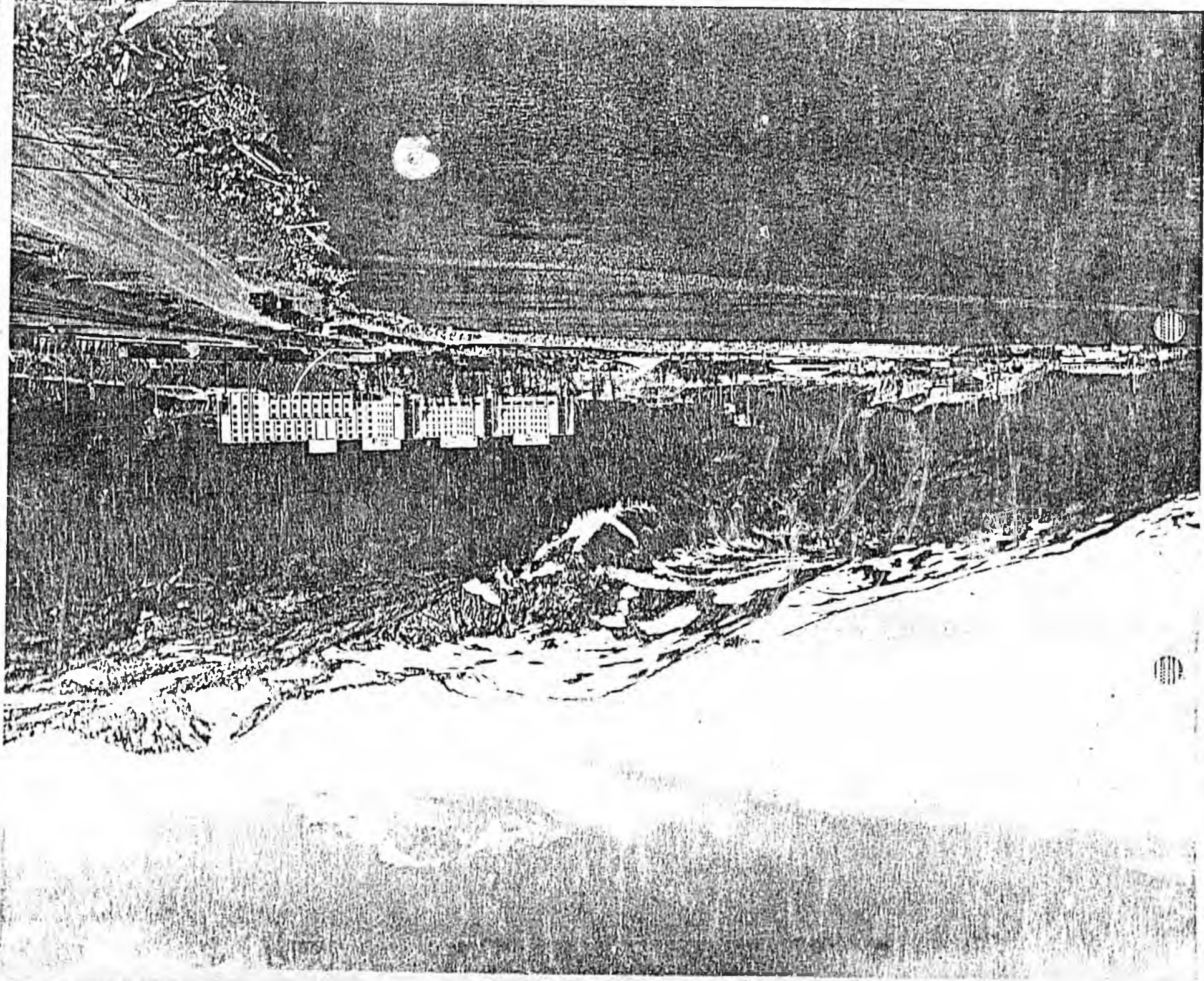
If you have any additional questions please feel free to contact us.

Very truly yours,

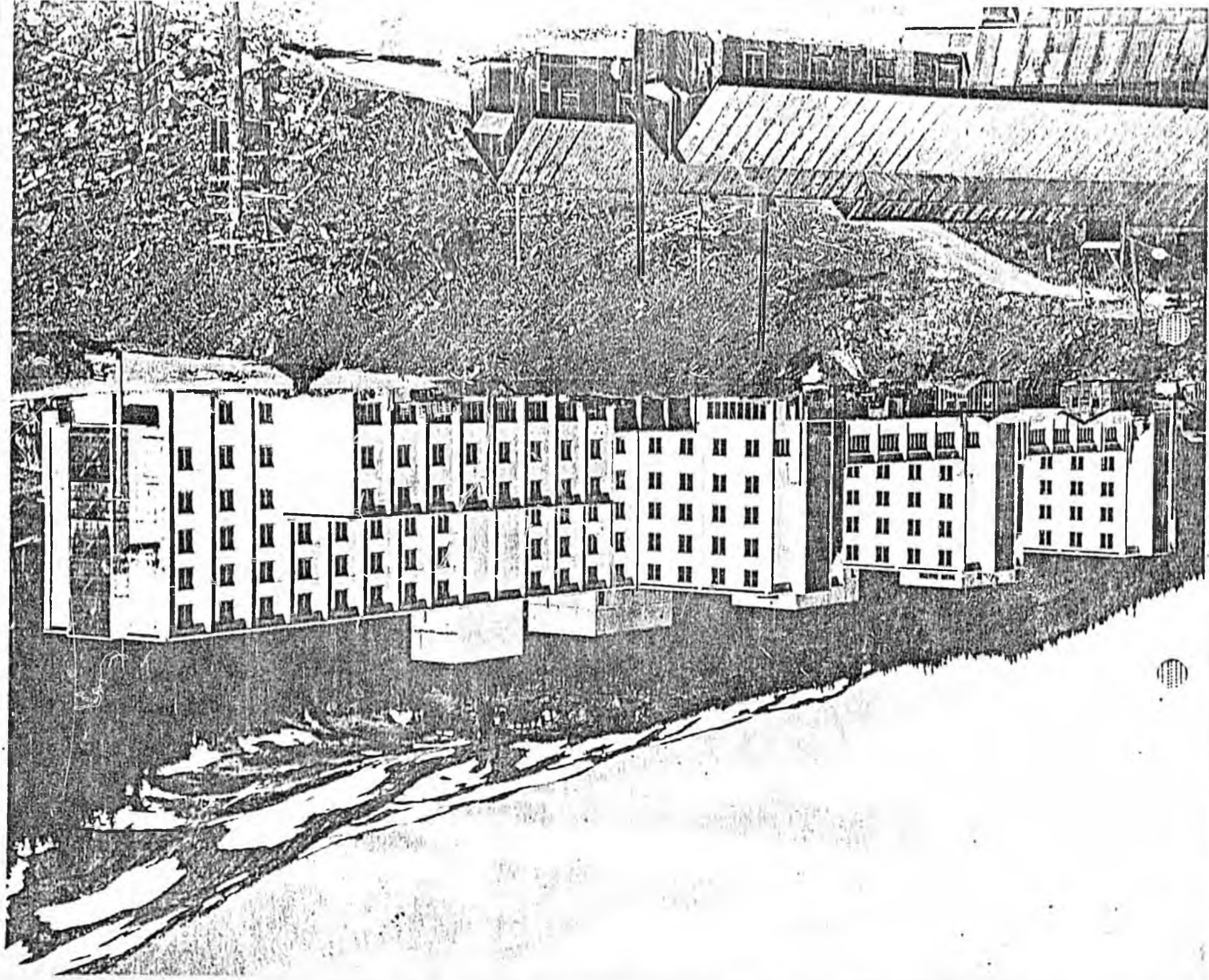
INTERSTATE COMPANY, INC.


Walter Ressel
Secretary/Treasurer

JR/ap







POSITION PAPER

HOUSE BILL NO. 88

"An Act making special appropriations to the Department of Health and Social Services for the acquisition, improvement, and operation of certain property for use as correctional facilities; and providing for an effective date."

Description of Property

Camp Isabel is located on state leased land at Mile Post 197 off the Richardson Highway, approximately 269 miles from Anchorage and 167 miles from Fairbanks. The camp is composed of 64 metal-sided modular buildings. There are 33 barracks, 16 warehouses, four office structures, an 11,000 square foot kitchen, two recreational buildings, a laundry, first aid station and various other ancillary buildings and equipment. Camp capacity was 1,500 persons. The camp was built in the early 1970's and closed in the late 1970's. All buildings are listed in good to poor condition. They consist mainly of plywood and light gauge metal modular buildings which would be difficult and costly to make secure. Buildings would probably have to be removed to provide space for Uniform Building Code. The camp is very large and its configuration does not lend itself to partial use. If it could be used in part, the labyrinth of empty buildings would pose a security and fire risk.

The Buchner Building in Whittier is located on private land 59 miles from Anchorage. There is no direct road access to Whittier, and limited service by the Alaska Railroad from Portage. Chronic high winds make flying marginal much of the time. The building is a 273,000 square foot concrete and masonry structure built shortly after World War II to house 2,500 military personnel. It was abandoned in 1965. In 1977, the concrete shell was rated in excellent condition. All other features, including internal partitions, finishes, plumbing, mechanical and electrical equipment and systems were rated for replacement. A 1982 estimate by DOT/PF says \$42,155,000 would be needed to make the building functional and a total of \$62,394,000 would be required to make it suitable for correctional use. These figures do not include acquisition of the property, which may or may not be available. Because of the concrete-bearing wall construction of the Buchner Building, it would be difficult and costly to recess the many plumbing, electrical and ventilation systems unique to prison construction. In order to establish a high security facility on the Whittier site, it would be necessary to tear down the existing facility and start over, or construct a new facility within the existing shell. Either option would be extremely costly and would far exceed \$7 million identified as the acquisition and improvement cost. Over the past several years the Whittier site has been evaluated by administrators of the Division of Corrections, DOT/PF and the CCC/HOK architectural firm in Anchorage. Results consistently indicated the facility would not be suitable for housing either sentenced or unsentenced prisoners. With its capacity for 2,500 persons, the Buchner Building is far too large by national standards. Paragraph 4149 of the American Correctional Standards states that a facility's design should accommodate no more than 500. We believe this to be a sound recommendation from an operational

standpoint. Last year a telegram from the city manager of Whittier (copy attached) expressed strong objection to selection of Whittier as a location for a correctional facility.

Cost effectiveness is an important consideration in both Camp Isabel and Whittier. The higher costs of an inaccessible location affect not only construction costs, but operational costs throughout the life of its use.

Departmental Consideration

The Department of Health and Social Services does not support House Bill No. 98 because it would not meet needs for prisoner housing in Alaska.

Neither Camp Isabel nor the Buchner Building at Whittier complies with essential correctional standards as noted in paragraph 4147 of the American Correctional Standards. (Copy attached)

The following are deficiencies shared by both sites:

- Fire/Life Safety. All inmates must be assured adequate protection from fire and life-threatening situations, both within the buildings and supported by emergency service operations. Both facilities will require significant life safety systems to meet minimum code requirements. Emergency service operations are most efficiently and effectively provided by local community public service departments. Whittier has a small volunteer fire department, but the nearest major fire fighting equipment and personnel are in Anchorage, with no current road access. Closest volunteer fire departments to Camp Isabel are at Glennallen, 82 miles away, and Delta Junction, 70 miles.

- Outside Support. Both sites fail to meet correctional standards noted in paragraph 4147 of the American Correctional Standards. In event of an internal disturbance, staff from nearby institutions, State Troopers and the National Guard must be readily available to help restore perimeter security and insure safety of all persons inside the institutions as well as those outside. An inaccessible location makes this impossible. Closest trooper detachment to Whittier is in Anchorage. There is one trooper in Girdwood. Major trooper detachment for Camp Isabel is in Anchorage, with six troopers in Glennallen. There are three troopers in Delta Junction from the Fairbanks detachment.

- Medical and Dental Care. This is normally provided on contact by physicians, dentists and medical specialists within a community. Camp Isabel is 82 miles from the nearest physician at Glennallen which also has a six-bed hospital, and 158 miles from medical help in Fairbanks. Whittier has no resident health professionals and no supply of medication (see attached resolution). Lack of access to community hospitals is in violation of paragraph 4257 (attached) of the American Correctional Standards. Providing full-time medical professionals on the prison staff is prohibitively expensive and they are nearly impossible to recruit.

- Staffing/Housing. Recruiting, training and retaining correctional staff is costly and difficult under the best of circumstances. Due to the virtual non-existence of adequate private housing in conjunction with the

isolated surroundings, a high turnover of employees would be anticipated. The State may have to provide staff housing at further expense.

- Legal Access. Inmates frequently have interaction with the court system, and they have the right to legal counsel. Transporting prisoners from an inaccessible location to court and counsel would be both costly and time consuming. Inmates at Whittier would have to travel to Anchorage; from Camp Isabel they would go to Fairbanks.

- Community Ties. Regardless of the offense or length of sentence, nearly every prisoner will eventually return to the community. It is unrealistic to believe a person can live in isolation, without community ties, then suddenly be returned and make a successful adjustment. Opportunities for restitution and work release, which could lessen the tax burden, would be limited to non-existent in an inaccessible location.

- Family Ties. Imprisonment strains the family under any circumstances. Lack of opportunity for visits increases the likelihood the family unit will be destroyed and limits opportunities for the offender to successfully reenter the community.

- Programming. The statewide chaplaincy program coordinates services in prisons and arranges individual religious services in any denomination, calling on clergy in the community. The educational programs draw on University staff in nearby communities. Counseling dealing with sex offenses, family abuse, alcohol and drug abuse and other psychological and emotional programs all draw upon various programs existing within a community. Few if any of these programs could be offered in isolated settings such as Camp Isabel or Whittier. Rehabilitation efforts offer the best hope for protection of society against repeat offenders, since virtually all inmates will eventually be released.

In Alaska, the courts and regulatory bodies are getting more and more involved in setting limits on institution capacity, fire/life safety codes, and imposing correctional standards. There is court action pending against institutions in all regions of the state. Although existing regional institutions are being renovated and expanded, they will not meet the security needs or space requirements for housing long-term offenders. The most recent projected security classification of prisoners indicate that 450 close to maximum security beds for sentenced prisoners will be needed by 1985.

In closing, the Department wishes to re-emphasize the need for a new high security institution for sentenced offenders. Existing facilities, due to their operation, configuration, and limited space are unsatisfactory for housing long-term offenders. The facilities described in House Bill No. 88 do not meet standards for prison construction. Consequently, they could not

be used to house high security sentenced prisoners without presenting a constant danger to society, staff, and other prisoners and would also commit the State to huge ongoing operating costs.

Recommended by:

Roger V. Endell

Roger V. Endell
Director
Division of Adult Corrections

Date:

3-30-83

Approved by:

Robert London Smith

Robert London Smith, Ph.D.
Commissioner

Date:

3/30/83

STATE OF ALASKA
FISCAL NOTE

Revision Date _____, 1983

I. REQUEST

Bill/Resolution No.: House Bill No. 88
 Title: "..acquisition..certain prop.."
 Sponsor: Rep. Bettisworth
 Requestor: HESS Committee

II. FISCAL DETAIL

Agency Affected: Health & Social Services
 Program Category Affected: Justice
 BRU, Program of Subprogram(s) Affected: Adult Confinement

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
OPERATING						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES	11,000.0	62,399.0				
700 GRANTS, CLAIMS, ETC						
TOTAL OPERATING	-0-	-0-	*	*	*	*
CAPITAL	11,000.0	62,399.0				
REVENUE	-0-	-0-				

FUNDING: (Thousands of Dollars)

GENERAL FUND	11,000.0	62,399.0				
FEDERAL FUNDS						
OTHER (Specify Source)						

*Cannot be estimated at this time.

POSITIONS:

FULL-TIME	-0-	-0-	-0-			
PART-TIME						
TEMPORARY						

III. SOURCE OF FUNDS TO OFFSET FISCAL IMPACT OF BILL:

The source of funds to offset the fiscal impact of this bill has not been identified by the bill sponsor other than coming from the State General Fund (\$11,000,000.).

IV. ANALYSIS: Attach a separate page for any Analysis

Prepared By: Roger C. Lange *Roger C. Lange* Phone: 465-3376
 Division: Adult Corrections Date: March 30, 1983
 Approved by Commissioner: [Signature] Date: 3/30/83
 Department: Health & Social Services

Distribution:

Original to Legislative Finance
 Copy to Office of Management and Budget (for Legislature introduced bills)
 Copy to Department (for Governor introduced bills)
 Copy to Sponsor
 Copy to Requestor (if different from Sponsor)

3/8/83

IV. ANALYSIS

A. Assumptions

1. The acquisition costs identified in the bill are correct (\$4,000,000 for Camp Isabel and \$7,000,000 for the Buchner Building, Whittier).
2. Some funding may be available from the \$4,000,000 appropriation to improve the facilities at Camp Isabel. The amount still available may not be sufficient to rehabilitate the facilities for correctional use.
3. The Department of Transportation/Public Facilities estimated in 1982 that an additional \$62,394,000 would be required to rehabilitate the Buchner Building to be suitable as a correctional facility. It is assumed this figure is still valid.
4. No funding would be available for the operation of either Camp Isabel or the Buchner Building from the \$1,000,000 appropriation.
5. A new source of electrical power will probably be needed in Whittier to accommodate a correctional facility.

B. Program Summary

It is impossible to estimate the operational costs without knowing the number of inmates which could be housed at each facility and the number of correctional officers required to staff the facilities (this requirement varies with facility design).

C. Economic Impact

There will be a significant impact on the State budget if these two facilities are opened as correctional centers. However, in this period of growth of the inmate population, staff and costs related to inmate care will be experienced without respect to a particular facility.

D. Impact on Local Governments

Any impact on local governments are assumed to be beneficial because of the increased stable salary base and limited local purchase practices of correctional centers.

Making Good[s] Behind Bars

*Entrepreneurship threatened to
rehabilitate Maine's prisoners—but the
authorities couldn't handle it.*

Reprinted, with permission, from
the March 1982 issue of REASON.

Copyright © 1982 by the Reason
Foundation, Box 40105,
Santa Barbara, CA 93103

By Jeffrey Shedd

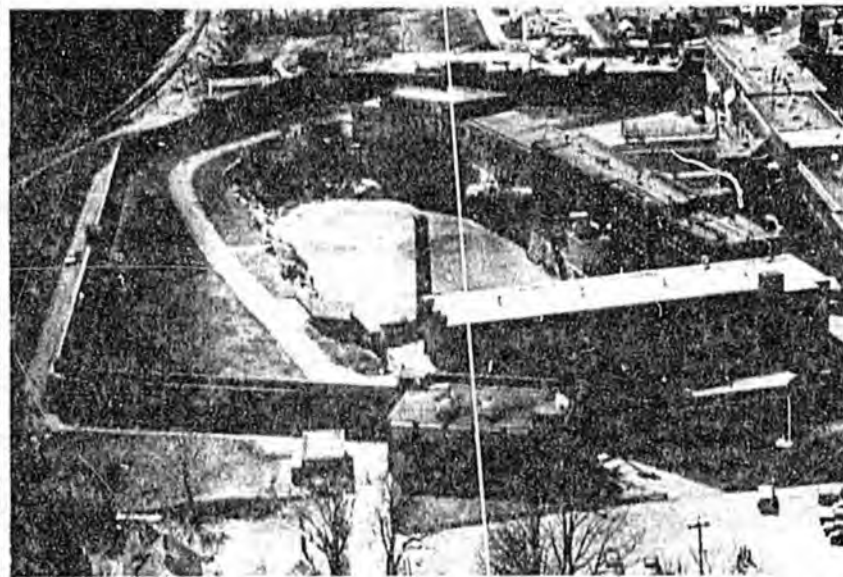
By 5:00 A.M., April 16, 1980, trained snipers lined the perimeter walls of Maine State Prison, home for 365 inmates. Nearby, at the local headquarters of the Maine state police, approximately 150 riot-prepared police and national guardsmen awaited the order to move. So complete had been the secrecy surrounding the upcoming maneuver that only hours before had they been informed of their mission: a "lockdown" of the prison, with all inmates confined to their cells 24 hours a day and an extensive search and seizure operation carried out.

Outside the prison, a tense director of the Bureau of Corrections, Donald Allen, coordinated affairs via walkie-talkie. Shortly before the lockdown began, Allen persuaded a local television crew, who had somehow gotten wind of the impending move, to leave off their camera lights near the prison. Such lights, Allen warned, could alert the inmates behind the walls and cost lives.

At 6:00 A.M. the troops began their move, crossing first through the administrative area before fanning out through the rest of the prison. The 10-week lockdown of Maine State Prison had begun.

And what was the dramatic lockdown designed to accomplish? The end of a riot? The freeing of hostages?

No, the answer to that question is far less dramatic and far more fascinating.



Aerial view of Maine State Prison

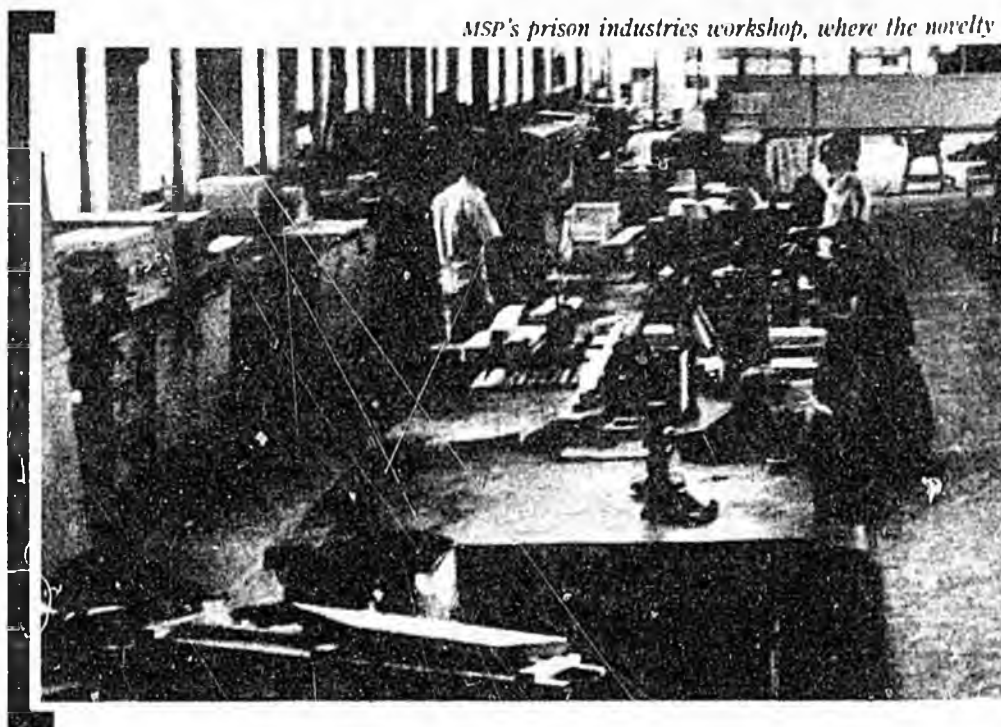
The lockdown of Maine State Prison, planned and prepared for months, was designed to impose state control over a market economy operating behind prison bars, controlled by the inmates, and centered around the production and sale to the public of wooden crafts and novelties. When the riot troops moved into the prison, what they found was not a life-threatening situation—all the prisoners had been locked in their cells overnight, and most were just waking up when the invading army arrived—but prisoner-made novelties, stacks and stacks of them, some finished and some unfinished, piled into every bit of spare space in the prison; in the cells, in the industrial shops, in the recreation room, in the laundry, everywhere.

All told, the lockdown and changes wrought during the period destroyed entrepreneurial inmates' thriving businesses, some of which may have been netting their bosses in excess of \$30,000 a year; threw hundreds of inmates out of work; imposed idleness on a large portion of Maine State prison's inmate population; and cost Maine's taxpayers at least \$700,000. Worse than any of its other accomplishments, however, the lockdown represented a triumph of mainstream, paternalistic, costly bureaucratic correctional thinking and a failure of imagination on the part of Maine's correctional and political establishment. It wasn't called that, but Maine State Prison had a rehabilitation program that was *working*. And it could have pointed the way to a far better arrangement of who pays for crime in our society. But Maine officials were unable to see the situation as an exciting, if imperfect, glimpse of what today's troubled prisons could be.

THE PRISON PICTURE

There are approximately 320,000 convicted criminals behind bars in the United States. Over half of them reside in maximum-security prisons that are enormously expensive to build, maintain, and operate.

The total correctional bill footed by taxpayers in 1978, the latest year for which data are available, was \$5.5 billion. With a climbing prison population and inflation, it is likely that that figure now exceeds \$7.5 billion annually. Indications from a study of the New York State correctional system in 1978 are that about 50 percent of prison budgets are spent on security; 15 percent on food, medical care, and recreation for inmates; and 10 percent on services—education,



MSP's prison industries workshop, where the novelty

There are not nearly enough jobs in the traditional state-run industries to keep more than a tiny fraction of the inmates busy.

psychological counseling, libraries, etc. (In the New York program, another 6 percent of the prison budget went to subsidize the state's prison industry.)

And the returns for all these tax dollars? Increasing violence behind bars, a failure of the rehabilitative ideal, and a prison population in which repeat offenders continue to outnumber first-timers by almost three-to-one.

Despite all the money spent to keep America's prisoners behind bars and to "rehabilitate" them while they're there, life in prison is far from the country club existence occasionally painted by critics. True, many prisoners now have their own televisions, stereos, or radios in their cells. On the other hand, today's prisoners are locked into those cells a greater number of hours per day than was true just a few years ago. Overcrowding in prisons is a well-documented problem, though it may well take more than its share of the blame for the troubles that plague our prisons.

Anyone who reflects on the situation must recognize that a bigger problem is this: that prisoners are regularly denied virtually every outlet for constructive expression of their identities, energies, and creativity. Visitation rights are severely circumscribed. Recreational and athletic facilities are limited. In most prisons

there are not nearly enough jobs in the traditional state-run industries to keep more than a tiny fraction of the inmates busy. Moreover, there is almost no incentive to participate in those industries, because wages are either nonexistent or absolutely nominal—seldom topping \$1 per hour.

When combined with the general character of many inmates, idleness caused by the lack of constructive outlets makes prison a fearsome, and oftentimes violent, place. The incidence of violent deaths behind prison walls has climbed to about one per thousand per year. Stories of homosexual abuse are unfortunately commonplace. In recent years the level of violence in prisons has been exacerbated by gang warfare among inmates, particularly in the larger urban state prisons. Less well known but possibly more important on a day-to-day basis is the fact that lower levels of violence, particularly beatings and non-fatal stabbings, occur sufficiently frequently to create a pervasive atmosphere of suspicion, tension, danger, and unease in most prisons. It is widely acknowledged that much lower-level violence goes unreported.

Violence is an outlet for some prisoners; drugs, for others—and they are available, even if not readily or

program began as a spare-time hobby program



Bill Powers/Courtesy of the Maine State Prison

with which inmates could pay one another for finished work: canteen coupons, which could either be spent at the prison canteen or banked in the prison's business office. In most prisons, on the other hand, an inmate may sell only to use goods that are entirely self-produced, and there is no legalized currency (though prisoners inevitably create their own currencies—often cigarettes).

Until the last half of the '70s, the craft and novelty program remained a constant but minor feature of MSP life, providing spending money for many inmates but little more. Prison administrators limited both inmate earnings and productivity. In the early '70s, a single inmate could take in no more than \$4,500 annual gross revenue through the sale of a maximum of four designs of crafts or novelties.

With the appointment of Richard Oliver as MSP warden in 1976 (Oliver later resigned rather than carry out the lockdown), the novelty program was transformed. Oliver appointed a Novelty Committee, dominated by inmates, to oversee the program. By the time of the lockdown, it had evolved into a group of inmates elected by MSP's "residents." To protect individual novelty makers, the committee awarded "patents" that gave the designers of novelty patterns the exclusive right to produce items according to those designs. The committee also collected a five percent surcharge on the price of all novelty items sold. The proceeds went into an Inmate Benefit Fund that was used to purchase goods or services not provided by the prison administration, including, among others, recreational and athletic equipment and a huge TV antenna to serve all the inmates, and new equipment for novelty production.

More important than the Novelty Committee, however, under Oliver the caps on inmates' economic activities were significantly raised in an effort to reduce idleness at the prison and to create a constructive outlet for their energy. From \$5,000 and 5 patterns in 1976, the caps increased to \$10,000 and 10 patterns in 1977 and again to \$15,000 and 15 patterns in 1978.

With Oliver's changes, crafts and novelties production at Maine State Prison took off. In the year prior to the lockdown, \$550,000 worth of inmate-produced items were sold through the prison store. Nearly two-thirds of all MSP inmates were participating in the novelty program as employers, employees, or occasionally both. With abundant work and income opportunities, there had developed inside the prison a miniature economy.

cheaply so, behind the walls. Black-market operations exist in virtually every American prison to supply the common but illicit wants of prisoners, drugs and weapons included.

This bleak picture of America's prisons should hardly startle anyone. What is disconcerting is the way prison officials attempt to deal with their charges.

While correctional experts seek clues in criminals' past lives and in socioeconomic conditions on the outside as a basis for rehabilitation, they ignore the single biggest positive change that could be made in prisoners' lives on the inside: allowing inmates to put their lives to constructive use. Meanwhile, prison officials must establish some sense of order and peacefulness behind the walls. There is little doubt that prison security staffs are undermanned and unable to solve problems by applying traditional, limited police methods. The result: with pressure to achieve both rehabilitation and security, prisons are almost universally run on a system of (usually) benevolent despotism that combines aspects of the welfare state and the Gulag Archipelago, with prison experts shrinking from any untraditional alternatives. This, I was to discover, is what the lockdown at Maine State Prison was all about.

ENTERPRISING CHANGES

Maine State Prison (MSP) is a red-brick fortress located in Thomaston, Maine—a town of 2,000-3,000—along Interstate Route 1. Originally built in the late 19th

century, MSP is Maine's only maximum-security prison. Less than a mile beyond its easternmost wall is the shimmering Atlantic Ocean, an appropriate symbol of the freedom of which those behind the wall have been legitimately deprived.

MSP's crafts and novelties program dates back almost 40 years. At that time, prison administrators, seeking to encourage inmate participation in the zero-paying state-run prison industries (chiefly license-plate and furniture manufacturing) offered inmates who worked in those industries the opportunity to use state-owned machinery in their spare time to produce hobby and craft items. Many prisons have a hobby and craft program, but MSP's novelty program went beyond those in other prisons in two important respects.

First—unlike their counterparts elsewhere, who are hampered by restrictive laws—MSP inmates have easy access to an excellent market for their goods. Inmates can sell their products at a prison-owned store located about 60 yards up the road from MSP on Maine's heavily traveled summer tourist route. Crafts sales to tourists are an important part of the region's economy, and many tourists seem not to mind paying the premium prices charged at the prison store. After all, how many people can say their living rooms are decorated with lamps, wooden ships, or anchors built by conmen, armed robbers, or murderers? Tour buses frequently make it a point to stop at the prison store.

Second, MSP inmates may hire one another to perform work, allowing for specialization. Until the lockdown, there was a legitimate, transferable currency

THE NOVELTY KINGS

There were people who excelled as entrepreneurs. A group of five or six of the largest novelty operators came to be known as the "novelty kings." To a man, they had arrived at MSP without business experience. The novelty program tapped their latent talents.

Probably the most successful, and certainly the most flamboyant, of the novelty kings was Aaron M. "Jack the Griz" Harrelson (so named because while in college he wrestled a circus grizzly bear to earn tuition money). Convicted of aggravated assault in 1975, Harrelson turned to the novelty business in 1977 in order to, in his words, "give the inmates something to do."

Harrelson proved himself a quick study in the business. He bought up patents on patterns from inmates leaving prison and, along with his talented stepson and fellow inmate, André Beaudoin, invented new patterns. A number of these were put in the name of other inmates (in exchange for a share of the profits) in order to avoid the official limits on novelty production. To make items under his many patterns, Harrelson hired a work force that numbered (estimating conservatively) between 30 and 50 inmates at the time of the lockdown.

Harrelson soon diversified his business. One of his operations, a TV rental business, was discovered at the time of the lockdown, when state officials confiscated over 100 Harrelson-owned television sets from cells all over the prison.

Another of his endeavors was management of the prison canteen, originally a state-run money-loser. Harrelson turned the operation around and by the time of the lockdown, Maine's taxpayers were no longer subsidizing inmate purchases of candy, cigarettes, and razor blades. It was from the canteen, too, that Harrelson ran another of his businesses: money lending.

The P. T. Barnum of Maine State Prison, Harrelson's finest hour came when, following prison administrators' announcement that they intended to tax novelty sales in order to subsidize the unprofitable prison-run industries, he offered to buy out the state operations and state-owned equipment, to employ inmates to produce prison-industry goods on a profit-sharing basis (at the time, inmates working in these industries were paid nothing for their work), and even to pay the salaries of the shop's supervisory staff! Although prison administrators



"Novelty King" Harrelson, who now runs a wholesale novelty business on the outside

didn't doubt Harrelson's ability to keep his promise—one called him the "most brilliant businessman I've ever seen"—they rejected his offer.

Shortly after the lockdown, Jack Harrelson was transferred to a federal penitentiary in Indiana, where he served out the remaining months of his sentence. Currently, he operates a lucrative wholesale novelty business several miles from MSP. His factory is a small, two-story house in Waldoboro, Maine, stocked from floor to ceiling with woodworking equipment and novelties in every stage of completion. He hires former inmates to perform most of the work. In a true ironic touch, one of the directors of his business is a former prison guard—making him, he says, an "equal opportunity employer." Harrelson's business is accredited by Maine's Better Business Bureau.

The one subject about which Harrelson is reticent to speak is the amount of money he earned from his several businesses. Published estimates ranged between \$30,000 and \$100,000. Harrelson himself told me, "Only me and God knows what I made," but, he quickly added, "I made more than the governor and the warden put together."

Another of the novelty kings was a convicted murderer who arrived at MSP in 1975 with \$20 in his pocket and no useful skills. The \$20, says Richard Freeman, he quickly blew on junk food and cigarettes. Broke, he began rolling cigarettes for other inmates to earn spending money. The business gained Freeman a reputation for honesty.

When Warden Oliver made the

changes that catalyzed the novelty program, Freeman's reputation paid off. Another inmate already heavily engaged in producing novelties had more ideas for patterns than he could legitimately produce under prison rules. He turned to Freeman, who agreed to apply for rights to the other inmate's patterns under his own name; in return, Freeman would receive a share of the profits on the novelties' sales. Through this and similar deals, he gained both experience in the business and capital for later investment.

In 1978 the former spendthrift began his own business. Like other novelty kings, he bought up patents belonging to inmates about to be released from the prison. He hired a work force—numbering at least 30 at the time of the lockdown—that he paid on a piece-work basis to maximize productivity.

Unlike Harrelson, Freeman was a behind-the-scenes operator, a fact that may have kept him from being transferred to a federal prison after the authorities made their move against MSP's enterprises. Since the lockdown, Freeman has refused to participate in the restructured novelty program.

Like Harrelson, Freeman will not disclose how much he made in his novelties business. He does admit that he did well enough to hire a well-respected attorney to file suit against prison administrators, charging them with property losses suffered as a result of the lockdown. Moreover, he put aside enough to pay for a college education when he is finally released from prison.



MSP inmates at work on novelties, which four

ECONOMIC OPPORTUNITIES

Other novelty makers ran smaller operations. Among them was André Beaudoin, who, in addition to contributing to Harrelson's efforts, owned several patterns of his own. Described by other inmates as the best craftsman behind MSP's bars, Beaudoin emphasized quality rather than quantity. He eschewed the assembly-line techniques of the novelty kings, choosing instead to hold an individual inmate responsible for building a novelty item from beginning to end. That way, Beaudoin told me, a worker takes greater pride in his work and produces a better-quality product.

Beaudoin spoke to me animatedly about the technical details of craftwork—about the best woods and lacquers to use for particular jobs, for example. But he has curtailed his operations since the lockdown, he said, because of low-grade materials, overregulation, and red tape under the restructured novelty program.

The range of employee participation in the novelty program is illustrated by two cases:

- Thomas Mitchell, recently released from MSP after serving time for an assault conviction, worked for Jack Harrelson behind bars. Mitchell was one of the hardest workers among inmate employees; he took in, he says, around \$200 per week prior to the lockdown. Currently, Mitchell works in Harrelson's free-world novelty

business.

- John Roberts (not his real name), convicted of armed robbery, was one of the more sporadic inmate employees. He worked, he says, so that he could buy the drugs that "helped the time go by." Nevertheless, he earned nearly \$4,000 the year prior to the lockdown.

As the novelty program flourished, other entrepreneurial talents were tapped. There arose inmate barbers who charged other inmates for style cuts. For the right price, an inmate could get his personal clothing laundered. For many of the prisoners, it was no doubt the first time they'd seen that individuals can profit by providing a good or service desired by others.

Nearly two-thirds of MSP inmates were participating in the novelty program as employers, employees, or both.

The novelty program was quite a success from the inmates' point of view. Every one of those I interviewed, from sporadic employees to novelty kings, agreed that the vast majority of inmates benefited greatly from the program. Some, it is true, were the targets of retaliatory action by the larger novelty operators, who, having gained considerable influence among the inmates, acted to counteract theft, the breaking of agreements between employers and employees, and general thuggism. Inmates who minded their own business, however, and refrained from violating the rights of others could freely take advantage of the economic opportunities created by the novelty program, earn wages determined by a competitive labor market, and escape the regimen of enforced idleness that characterizes most American prisons. Perhaps most important of all, they had control over and were permitted to take responsibility for an important aspect of their lives.

It was a unique program with unique results. It went a significant step further than any other prisoner work program in the history of US prisons.

PRISONERS' WORK HISTORY

Since at least the time Robert Stroud—the famous Birdman of Alcatraz—built his first canary cage while confined in prison, it has been generally understood that work can be a creative outlet and pastime for prison inmates. (Indeed, had Stroud been confined at Maine State Prison in the late 1970s, my guess is that he would have been a major inmate entrepreneur.) Stroud and others like him, however, have for years labored under the burden of stifling rules and anti-competitive laws.

It wasn't always thus. Inmate labor once played a central role in the American correctional scene. Prisons were originally intended to be self-supporting, and, as a 1940 Department of Justice report noted, "the success or failure of many wardens depended on their ability to meet this test, and many of them met it successfully, even though they may have failed in all else."

The early self-supporting prison, however, succeeded not by granting economic liberty to prisoners but by making slaves of them. The unfair competition created by the exploitation of prisoner labor generated political opposition from unions and businesses. As early as 1801, New York passed legislation restricting the use of convict labor and the goods that it could be used to produce. Similar restrictive laws became increasingly common following the Civil War.

Not until the Great Depression, however, was the blanket of restrictive laws limiting the market for prisoner labor completed. Nearly every state now has laws or even constitutional provisions controlling the sale and marketing of all but a few types of prisoner-made items. A common arrangement is to permit such goods to be sold only to state agencies.

The federal government has restrictive laws of its own. The most significant of these complements the state laws by prohibiting interstate commerce in prisoner-made articles where the recipient state has local laws against commerce in those same goods. Other federal laws prevent private industries from using prisoner labor to fulfill government contracts and require careful labeling of prisoner-made items as such.

The effect of all these statutes was virtually to wipe out the market for prisoner labor and for prisoner-made goods. Even if such a market existed, it would be difficult to satisfy it; prison regulations typically permit prisoners to sell only those goods that they themselves have



a ready market among Maine's tourists

produced in their entirety.

An interesting demonstration of the untapped productivity of convict labor occurred during World War II, when many of the federal restrictions on the sale and transport of prisoner-made goods were lifted by executive order in order to get prison industries to help the war effort. Statistics available for the period 1942-43 show that state prison industries produced nearly \$10 million worth of war matériel—mostly clothing—during that year. Not coincidentally, it is reported that prison morale rose significantly during the war years. But when the war ended the restrictions on prisoner-made goods were reinstated.

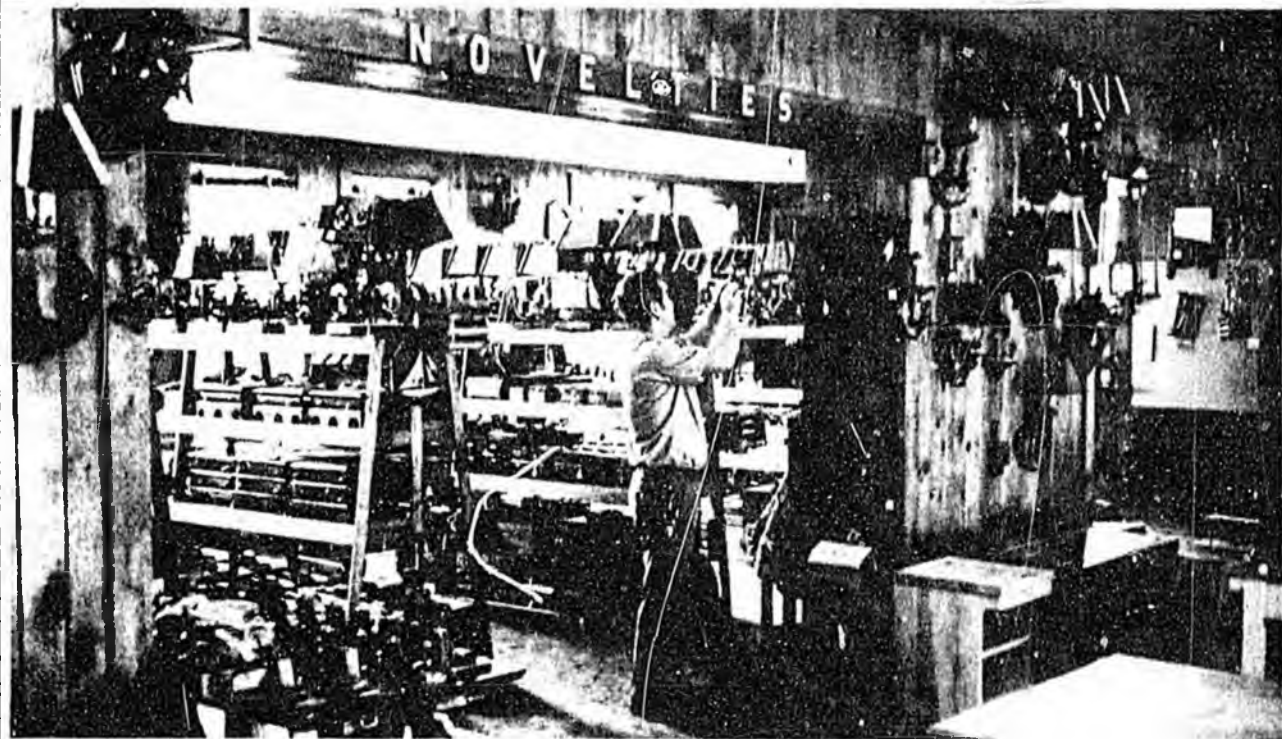
As a result of the anticompetitive laws and regulations, in virtually every prison the only work opportunities are in the traditional prison industries—the making of license plates being, of course, the classic example—and in prison maintenance and custodial work. In almost every case these positions are low-paying, and in spite of that the industries involved are almost everywhere money-losers. Few prisons have sufficient facilities to permit more than a small fraction of their inmates to participate.

A program that emerged during the '60s and '70s and expanded work opportunities for some prisoners is work release. Most states now have such a program, whereby minimum-security prisoners are permitted to work outside the walls of the prison part-time for private enterprises at market wages and



Jeffrey Sheidt

The prison-owned store, 60 feet from the prison grounds



Jeffrey Sheidt

Crafts and novelties—and a prison guard—in this unusual tourist store

under competitive business conditions. Importantly, work release participants are usually required to pay out of the wages they earn the costs of transportation to and from prison, room and board expenses, and taxes. By most accounts, work release programs are successes, but they are clearly inappropriate for most inmates.

A promising experiment to improve job opportunities and the incentives to work inside prison is Free Venture, until recently funded by the federal Law Enforcement Assistance Administration. Free Venture programs seek to upgrade state-run prison industries. Occasionally, the state-run industry will, under Free Venture, act as a contractor or subcontractor for a private business.

The impetus behind Free Venture came from a study commissioned by the LEAA and published in 1978. The study examined typical prison industry programs and found they suffered from, among other things, low wages and productivity, short work days, overstaffing of shops, high overhead, poor financial controls and record-keeping, failure to teach useful skills, limited marketing efforts, and a lack of managerial capability. The solution? New prison industries designed to emulate the outside world of work—"not busy work, but productive labor with outside-world efficiency, outside-world wages, and outside-world relevance."

Free Venture's practical achievements have been promising. LEAA helped to fund pilot projects in seven states. Prisoners chosen to participate in the program work in print shops, furniture shops, computer programming businesses, and farm machinery production businesses, among others. Wages are higher than in traditional prison industries, topping out at about \$4 per hour, but not as high as originally hoped.

Initial results suggest that many prisoners in Free Venture programs develop positive attitudes toward work and that participation often aids a prisoner's reintegration into society upon release. Most importantly, Free Venture programs channel inmate energies into constructive outlets. Moreover, prisoners who are adequately rewarded often turn out to be unusually productive workers.

Free Venture is not without problems, however. First, the industries are rarely self-supporting, and some require heavy taxpayer subsidization. Reagan administration cutbacks in LEAA funding call into question the continued viability of Free Venture.

Second, some significant innovative features of the program as originally pro-

posed have been dropped. These include requirements that participating prisoners turn over a portion of their earnings to help pay for the cost of their imprisonment—otherwise borne by taxpayers—and to provide some form of restitution to their victims. Both deductions were originally proposed to force the prisoner to absorb a greater portion of the social costs of his or her crime. After all, there is no reason to punish taxpayers any more than necessary for criminality. Both pay-back schemes have, however, been dropped in the face of prisoner complaints and administrative inconvenience.

Finally, Free Venture, despite its promise, can usually offer jobs for only a tiny fraction of the total inmate population. The problem of idleness is thus reduced, but not significantly.

Free Venture has demonstrated the potential productivity of prison inmates and the benefits of tapping it. If the Maine State Prison novelty program under Warden Oliver is any indication, the way to release that productivity without the tremendous cost to taxpayers is to encourage not just prisoner *work* but prisoner *entrepreneurship*. But the fate of the MSP program also indicates the hurdles that such an innovation faces.

WHY THE LOCKDOWN?

Why, despite the tremendous success of the novelty program in channeling inmates' energies into constructive activities, was the prison locked down? Donald Allen, director of Maine's Bureau of Corrections, admitted to me that for every example of problems with the situation at MSP there were undoubtedly numerous examples of benefits. So why did he personally, with the approval of the governor, plan, order, and coordinate the lockdown?

Lockdowns at prisons are not uncommon. Relatively frequently, prisoners will be locked in their cells while prison guards comb through the cells searching for and seizing contraband, usually weapons and drugs. Occasionally, lockdowns are used to foil rumored or suspected riots.

What was extraordinary about the lockdown of Maine State Prison was not the painstaking searches of the cells—which resulted in 50 dump-truck loads of inmates' personal property being carted away, inventoried, and stored. Nor was it the fact that three inmates were transferred to federal penitentiaries in connection with the lockdown. Though one can

quibble with the choice of those relocated, such transfers often occur in conjunction with lockdowns.

Rather, what was extraordinary about the lockdown was its duration—10 weeks—and the complete about-face in prison policies during that period. Warden Richard Oliver had resigned in protest. Donald Allen took his position on an interim basis. A classification committee was set up, and each and every prisoner was reviewed so that his security risk could be assessed and his living situation and privileges designed accordingly. Lock-up time increased from about 10 hours per day prior to the lockdown to an average of about 17 now.

The biggest changes, though, were made in the prison's economy. Permitted levels of novelty activity were cut almost in half; from a high of \$15,000 in 1980, the cap on an individual's gross income was slashed to \$8,000. More important than this change (since inmates had always before found their ways around the caps), state control over intra-inmate economic activity became much tighter. Prison canteen coupons were declared nontransferable; thus, the only legitimate form of currency in the prison—individual prisoners' accounts in the prison's business office—rested under state control.

Moreover, to add red tape to inefficiency, inmates who wish to hire other inmates to perform novelty work must now sign a staff-approved contract with the intended employee. Staff must approve wage levels and determine that the intended employer has sufficient funds to pay the promised wages *even before work on any novelties has begun!* Thus, employers cannot promise to pay inmates out of expected profits from sale of the novelties. Too risky, say the authorities; the employee may never get paid. Better, they implicitly say, that he remain unemployed.

The conclusion is unavoidable that, at best, MSP's novelty program is now viewed as it originally was—a way to provide inmates a little spending money and to relieve a little of the idleness at the prison. The "preferred" means to reduce idleness at MSP is by provision of traditional rehabilitative services: since the lockdown, Maine's taxpayers have funded improvements in MSP's library and a significant increase in nonsecurity personnel, including social workers and psychologists.

At worst, prison administrators are out to destroy the novelty program. Though they deny the charge, their actions speak louder. Particularly significant is the fact that, for the first time, MSP's state-run prison industries pay for work per-

formed. (Of course, the industries still lose money; the taxpayers fund the losses). Although the cap on inmate earnings in the prison industry program is lower than in the novelty program—\$5,000 compared to \$8,000—the returns are more certain. Clearly, administrators are seeking to encourage greater participation in the traditional prison industries. The only possible loser from such a policy is the novelty program, particularly since inmates must now choose between participation in novelties and industries; they may no longer do both.

Whether the aim is to undercut the program's unique success or to completely destroy it the question remains: Why the lockdown and attendant changes at Maine State Prison? One possible explanation is political. In the view of inmates and former inmates with whom I spoke—Jack Harrelson most vociferously—the lockdown was a ploy to get more money from the state for the Bureau of Corrections and to have the bureau elevated to cabinet-level rank.

On the face of it, there is some evidence to back up the inmates' belief. For several years prior to 1980, Maine's legislature had repeatedly turned down requests from the Corrections Bureau for budget increases. Following the lockdown, and enormous accompanying publicity, budget increases were finally approved. Moreover, in September 1981 the Bureau of Corrections finally made it to the big time by being elevated to cabinet level. According to a newspaper account, a switch by a key legislator, Barbara Gill (R), who had earlier voted against such a move, was prompted by the lockdown.

In fact, however, there's not enough evidence to back the political motivation theory. It's no doubt true that, after the fact, Maine's correctional administrators took excellent political and bureaucratic advantage of the lockdown. But an afternoon spent with Donald Allen and other staff members at what was then the Bureau of Corrections convinced me that

Some inmates think the lockdown was a ploy to get more money from the state for the Bureau of Corrections.

the reasons for the lockdown lie elsewhere: a failure of imagination. The situation at Maine State Prison before the lockdown simply did not fit within the traditional American model of corrections in which Maine's prison administrators are trained. It frightened them.

CORRECTIONAL ORTHODOXY

In the early days of the prisons—which were first used widely as the principal means of criminal punishment in both England and America shortly after the American Revolution—brute force was the predominant mode of dealing with inmates. Shackles, irons, whippings, torture—all these were used and even accepted. And in some more "progressive" prisons, such as the Cherry Hill Penitentiary in Philadelphia, near total isolation (intended to allow the convict time to reflect upon the evils of his past ways) solved many security problems.

Brute force is, however, as former *Fortune* editor and author of *Criminal Justice, Criminal Violence* Charles Silberman puts it, a grossly inefficient way to maintain order. And prison administrators did develop more sophisticated techniques.

Patronage provided part of the answer. Prison officials promoted some inmates

above the rest by giving them special jobs within the administration. Essentially, the system was based on the ancient notion of divide and conquer. The favored inmates, who by the fact of their promotion gained a stake in maintaining the status quo, exerted influence over other inmates to keep the peace.

In some instances, this proved a highly effective means of control. In others, it amounted to an official sanction of violence by the favored few against the unfavored masses. Under the so-called trustee form of this approach, prisoners called trustees actually became responsible for guarding other prisoners; in some instances the trustees were armed. Stories abound of trustee inmates coaxing others to attempt to escape, shooting those inmates sucker enough to make the attempt, and then claiming additional favor from prison officials for their heroics. As a result of exposure of these and less dramatic abuses of the divide-and-conquer system, it is rarely used nowadays.

Shortly after the Civil War, there emerged another order within prisons, based on the premise that behind prison walls everything is a privilege. Good behavior is then rewarded by the grant of privileges; bad behavior discouraged by the revocation of previously granted privileges.

Until very recently—since the beginning of the '70s—prison administrators



Maine State Police moving in on MSP to impose control over its miniature

had virtually unchecked power to dish out privileges, including work opportunities, furlough, decreased cell time, increased recreational time, and "good time" (which brings forward an inmate's release date). The parole system, whereby parole boards were established to grant early release to well-behaved criminals, was a particularly effective means of controlling inmate behavior.

This benevolent despotism behind bars was justified on rehabilitative grounds; essentially, the view was that inmates were being "trained" to behave well. In fact, of course, the system taught no such thing: prisoners behaved only so long as they were rewarded for doing so. Once on the outside, these ex-cons, no longer institutionally rewarded for good behavior, often returned to their former criminal paths.

To many prison administrators, though, the fact that the system was a rehabilitative sham was irrelevant; it served the purpose of maintaining a semblance of order. When combined with more overt security practices—lock-ups, searches, seizures, isolation, etc.—the reward system guaranteed that prison would remain a despotic place despite the benevolent ideology.

In the 1970s, three developments coincided to reduce the power of administrators to deal with prisoners by traditional means. First, the courts began to involve themselves in problems behind

the walls recognizing certain legal rights of prisoners. Though the scope of recognized rights has been comparatively modest, the change in attitude has been drastic; no longer are prison officials looked upon as courts of last resort for prisoners, and no longer can they look upon themselves as such. Second, the national trend toward determinate sentencing—and concomitantly, in some cases, eliminating or limiting the powers of parole boards—has reduced the effectiveness of traditional order-maintaining devices. In Maine and several other states, the parole system has been undergoing a gradual phase-out since the mid-1970s. Third, new arrivals in prison are not only younger but, it is widely acknowledged, more prone to violence and nihilistic. Combined with racial animosity and overcrowding, this factor has resulted in a greater problem with violence behind the walls.

The response of prison administrators, guards, guard unions, academic penologists, and occasionally the courts to increasing levels of tension and danger in the prisons has been mixed. One reaction has been to decrease inmate freedom and step up the extent of intrusion into prisoners' lives. Lock-up time has increased in many prisons over the past few years. Another example: more and more, electronic surveillance is used to keep closer tabs on even the minutiae of inmate activity. The other response has been to provide improved living environments for and more services to prisoners. The theory is that such improvements will eliminate the causes of violence and vandalism inside prisons and contribute to prisoners' rehabilitation.

The American Correctional Association—a private, influential, prison-accrediting group—regularly adjusts its prison standards upward. In capsule, ACA standards represent the prevailing view of correctional experts regarding the conditions that must exist at a prison in order for it to be minimally satisfactory. For example, ACA standards require prison cells to be of certain minimum dimensions, require a minimum level of access to psychological counseling for inmates, require food to be of a certain quality and temperature, etc., etc. ACA standards do not, significantly, allow for inmates hiring one another to perform work or, obviously, paying wages for such work; indeed, virtually all inmate economic activity outside the context of state-run prison industries is unrecognized by the ACA.

The ACA prescription for maintaining order within prison and attempting rehabilitation is essentially a modernized—and, unfortunately, more expensive—

version of the benevolent despotism that has prevailed for years. If prisoners are legitimately imprisoned in the first place, it is because they are responsible for their actions. Yet the accepted mode of dealing with prisoners, reflected in the ACA standard's, is to pay great attention to the "causes" of criminality on the outside and violence on the inside, while denying inmates any opportunity to assume responsibility for their own lives.

A MISSED OPPORTUNITY

In 1979 Maine's Corrections Bureau dedicated itself to achieving compliance with the standards of the American Correctional Association. The same year it applied for and received a grant from the federal Law Enforcement Assistance Administration to begin compliance measures. (Incidentally, the LEAA had subsidized the ACA standards-creating process in the first place.)

As a first step toward ACA compliance, the Bureau of Corrections commissioned a team from the Philadelphia-based American Institute for Criminal Justice (which, by the way, administers the Free Venture program for the LEAA) to study the conditions at Maine State Prison. It is hardly surprising that the team's report on conditions at the prison was overwhelmingly negative. "The prison was the worst I've ever seen," says George Sexton, the study team's leader.

According to the team's summary of the situation:

Current operations at the Maine State Prison violate nearly every accepted principle of prudent correctional management as practiced in this country today. The overriding reason for this is the fact that the staff do not control the prison. On the contrary, the prison is virtually controlled and operated at the whim of the inmates. The inmate economy generated by the novelty program dominates the entire social structure and operation of the prison. It is this economy which has enabled a few powerful inmates to exploit (through fear and intimidation) the labor of a larger, less powerful group of inmates. This same inmate economy has created and fostered an atmosphere in which the potential for staff corruption is too great to be ignored. The general conditions under which both staff and inmates are living and working at the Maine State Prison are so unsafe as to constitute a serious danger to the safety, health, and life of both groups.

It is true enough that the flourishing economy inside MSP shaped the social



market economy

structure. At the top were the so-called novelty kings. Next came the lesser entrepreneurs, from inmate barbers and launderers to the smaller novelty operators. Beneath these entrepreneurs in terms of power and usually of economic well-being were the novelty employees, ranging from the sporadic worker who wished nothing more than to earn enough to keep himself supplied with the amenities of prison life to the more enterprising inmate who worked virtually all his spare time in the novelty program. Finally, on the lowest rung of MSP's social ladder there were two groups: the drug pushers and the strong-armers. (Another group, made up mostly of old-timers, chose not to get involved in the novelty program and remained effectively outside the prison's social structure.)

Yet in every prison there are powerful inmates and weak inmates. In most of them, the social differentiation is farther underground than it was at MSP before the lockdown, but there is little evidence that the more powerful inmates exploited all the rest through fear and intimidation.

The inmate workers I spoke to said that employees chose to work; no one forced them to do so. Usually, they worked on the basis of oral agreements with their bosses. Occasionally arguments—and, infrequently, minor violence—would ensue when an employee failed to perform promised work or when employers couldn't or wouldn't pay for work performed. By and large, however, work proceeded peacefully. According to James McCamant, prison industry supervisor, "We rarely had any problems in terms of fights or disturbances."

Since wages were not set by administrative fiat, as they are in most other prison work programs, the novelty operators paid wages dictated by the amount and quality of work and the availability of inmate labor. Some novelty employees at MSP earned as much as \$50 a day, compared to the \$0-\$10 typical in traditional prison industries. Certainly the orthodox correctional model, consisting of low-paying or non-paying state-run industries and closed markets for prisoner-made products, much more clearly exploits the labor of inmates.

In one area, however, the more powerful inmates did use fear and intimidation. According to Donald Allen, who took over at the prison with the lockdown and went on to become commissioner of the newly formed Corrections Department, a state of near war existed between the thugs and drug pushers on the one hand—the "young turks," as he calls them—and the "novelty kings" and their henchmen on the other.

Certainly the novelty kings recognized the young Turks for what they were: threats to the economic status quo. Nothing would more surely lead prison administrators to cut back on the newly won freedoms of inmates than would an escalation of drug pushing and violence and theft behind bars. So the novelty kings sometimes turned vigilante—usually, as far as I could determine, with the tacit approval of substantial portions of the remainder of the inmate population.

Now vigilantism is vigilantism, whether inside or outside a prison. Yet the fact is that the intimidation and violence involved was aimed at maintaining order within the prison. It was not the mindless violence that plagues so many prisons, where violence is engaged in because prisoners are denied other, constructive avenues of self-expression.

Moreover, although prison administrators claim the level of violence has fallen since the lockdown, they are understandably unable to document their claims. It is a simple fact of prison life that most attacks and beatings behind bars go unreported. To a man, the inmates with whom I spoke at the prison denied, however, that the lockdown led to reduced levels of violence; one said that what violence there was at MSP has simply gone farther underground.

In spite of the power of some inmates to impose some sort of order within the prison, the staff, contrary to the experts' report, *remained in control* of the prison. The prison watch towers were manned by staff, not inmates; prisoners were locked in their cells every night; they regularly appeared for head counts; they were not free to walk out the prison's front door.

Did the income flowing throughout MSP's internal economy pose the danger of staff corruption? If so, it hardly seems just to punish the inmates for that potential. That's not how police departments deal with this omnipresent problem.

Nor was the drastic lockdown warranted by safety problems discovered at the prison by the team of experts. Fire and disease hazards there were; cracking down on the placement of flammable materials and on the maintenance of food preparation areas would seem to have been an adequate response.

In the final analysis, Maine State Prison was locked down because it didn't fit into the correctional experts' picture of prison life. There is simply no place in ACA standards for inmates roaming around more or less freely within a prison or for prisoner-made products to be stacked haphazardly throughout it. Even more telling, there is no place for ambitious and talented individuals find-

ing a way around bureaucratic restrictions on their activities, for prison workers' wages being determined other than by administrative fiat, for some inmates benefiting from others' desires for haircuts, laundry services, loans, or anything else. In short, the MSP lockdown occurred, not because authorities did not have control over the prison, but because they did not have control over the *economic lives* of the inmates.

Had the authorities responsible for MSP's lockdown realized that they were sitting on a potential gold mine, would they have carried it out with such dispatch? Had they seen the possibilities for making their prison into a showcase, might they have thumbed their noses at the tradition-bound experts and done all in their power to improve the freed-up novelty program instead of scaling it back?

When Chief Justice Warren E. Burger made a news-breaking speech in December 1981 calling for converting the nation's prisons into "factories with fences," MSP's administrators could have stepped forward with a real-world demonstration of the potential productivity of America's 320,000 prisoners under a program with real-world economic incentives. They could have pointed out the importance of a ready market for prisoner-made goods, thus backing up Burger's injunction to federal and state lawmakers to abolish all the existing restrictions on the production and sale of prisoner-made items. And they could have offered living proof of his claim that a program for prison production offers "a better chance to release from prison a person able to secure gainful employment."

What they could not have done, of course, is nodded their heads in agreement with Burger's promise that his proposal could take soaring prison costs "off the backs of the American taxpayers." For Maine's correctional authorities never tapped the financial bonanza that lay before them. While MSP's inmates reaped the benefits of their economic liberty, they never had to pay, nor even contribute toward, the costs of their crimes. Had their miniature economy included that eminently justifiable feature, perhaps it would have been more palatable to the bureaucrats, and on that day in April 1980, no riot troops would have gathered outside the prison walls to put a lock on a unique experience with business behind bars. □

Jeffrey Shedd is a law student at Boston University. This article is a project of the Reason Foundation Investigative Journalism Fund.

POSITION PAPER

HOUSE BILL NO. 88

"An Act making special appropriations to the Department of Health and Social Services for the acquisition, improvement, and operation of certain property for use as correctional facilities; and providing for an effective date."

Description of Property

Camp Isabel is located on state leased land at Mile Post 197 off the Richardson Highway, approximately 269 miles from Anchorage and 67 miles from Fairbanks. The camp is composed of 64 metalsided modular buildings. There are 33 barracks, 16 warehouses, four office structures, an 11,000 square foot kitchen, two recreational buildings, a laundry, first aid station and various other ancillary buildings and equipment. Camp capacity was 1,500 persons. The camp was built in the early 1970's and closed in the late 1970's. All buildings are listed in good to poor condition. They consist mainly of plywood and light gauge metal modular buildings which would be difficult and costly to make secure. Buildings would probably have to be removed to provide space for Uniform Building Code. The camp is very large and its configuration does not lend itself to partial use. If it could be used in part, the labyrinth of empty buildings would pose a security and fire risk.

The Buchner Building in Whittier is located on private land 59 miles from Anchorage. There is no direct road access to Whittier, and limited service by the Alaska Railroad from Portage. Chronic high winds make flying marginal much of the time. The building is a 273,000 square foot concrete and masonry structure built shortly after World War II to house 2,500 military personnel. It was abandoned in 1965. In 1977, the concrete shell was rated in excellent condition. All other features, including internal partitions, finishes, plumbing, mechanical and electrical equipment and systems were rated for replacement. A 1982 estimate by DOT/PF says \$42,155,000 would be needed to make the building functional and a total of \$62,394,000 would be required to make it suitable for correctional use. These figures do not include acquisition of the property, which may or may not be available. Because of the concrete-bearing wall construction of the Buchner Building, it would be difficult and costly to recess the many plumbing, electrical and ventilation systems unique to prison construction. In order to establish a high security facility on the Whittier site, it would be necessary to tear down the existing facility and start over, or construct a new facility within the existing shell. Either option would be extremely costly and would far exceed \$7 million identified as the acquisition and improvement cost. Over the past several years the Whittier site has been evaluated by administrators of the Division of Corrections, DOT/PF and the CCC/HOK architectural firm in Anchorage. Results consistently indicated the facility would not be suitable for housing either sentenced or unsentenced prisoners. With its capacity for 2,500 persons, the Buchner Building is far too large by national standards. Paragraph 4149 of the American Correctional Standards states that a facility's design should accommodate no more than 500. We believe this to be a sound recommendation from an operational

standpoint. Last year a telegram from the city manager of Whittier (copy attached) expressed strong objection to selection of Whittier as a location for a correctional facility.

Cost effectiveness is an important consideration in both Camp Isabel and Whittier. The higher costs of an inaccessible location affect not only construction costs, but operational costs throughout the life of its use.

Departmental Consideration

The Department of Health and Social Services does not support House Bill No. 88 because it would not meet needs for prisoner housing in Alaska.

Neither Camp Isabel nor the Buchner Building at Whittier complies with essential correctional standards as noted in paragraph 4147 of the American Correctional Standards. (Copy attached)

The following are deficiencies shared by both sites:

- Fire/Life Safety. All inmates must be assured adequate protection from fire and life-threatening situations, both within the buildings and supported by emergency service operations. Both facilities will require significant life safety systems to meet minimum code requirements. Emergency service operations are most efficiently and effectively provided by local community public service departments. Whittier has a small volunteer fire department, but the nearest major fire fighting equipment and personnel are in Anchorage, with no current road access. Closest volunteer fire departments to Camp Isabel are at Glennallen, 82 miles away, and Delta Junction, 70 miles.

- Outside Support. Both sites fail to meet correctional standards noted in paragraph 4147 of the American Correctional Standards. In event of an internal disturbance, staff from nearby institutions, State Troopers and the National Guard must be readily available to help restore perimeter security and insure safety of all persons inside the institutions as well as those outside. An inaccessible location makes this impossible. Closest trooper detachment to Whittier is in Anchorage. There is one trooper in Girdwood. Major trooper detachment for Camp Isabel is in Anchorage, with six troopers in Glennallen. There are three troopers in Delta Junction from the Fairbanks detachment.

- Medical and Dental Care. This is normally provided on contact by physicians, dentists and medical specialists within a community. Camp Isabel is 82 miles from the nearest physician at Glennallen which also has a six-bed hospital, and 158 miles from medical help in Fairbanks. Whittier has no resident health professionals and no supply of medication (see attached resolution). Lack of access to community hospitals is in violation of paragraph 4257 (attached) of the American Correctional Standards. Providing full-time medical professionals on the prison staff is prohibitively expensive and they are nearly impossible to recruit.

- Staffing/Housing. Recruiting, training and retaining correctional staff is costly and difficult under the best of circumstances. Due to the virtual non-existence of adequate private housing in conjunction with the

isolated surroundings, a high turnover of employees would be anticipated. The State may have to provide staff housing at further expense.

- Legal Access. Inmates frequently have interaction with the court system, and they have the right to legal counsel. Transporting prisoners from an inaccessible location to court and counsel would be both costly and time consuming. Inmates at Whittier would have to travel to Anchorage; from Camp Isabel they would go to Fairbanks.

- Community Ties. Regardless of the offense or length of sentence, nearly every prisoner will eventually return to the community. It is unrealistic to believe a person can live in isolation, without community ties, then suddenly be returned and make a successful adjustment. Opportunities for restitution and work release, which could lessen the tax burden, would be limited to non-existent in an inaccessible location.

- Family Ties. Imprisonment strains the family under any circumstances. Lack of opportunity for visits increases the likelihood the family unit will be destroyed and limits opportunities for the offender to successfully reenter the community.

- Programming. The statewide chaplaincy program coordinates services in prisons and arranges individual religious services in any denomination, calling on clergy in the community. The educational programs draw on University staff in nearby communities. Counseling dealing with sex offenses, family abuse, alcohol and drug abuse and other psychological and emotional programs all draw upon various programs existing within a community. Few if any of these programs could be offered in isolated settings such as Camp Isabel or Whittier. Rehabilitation efforts offer the best hope for protection of society against repeat offenders, since virtually all inmates will eventually be released.

In Alaska, the courts and regulatory bodies are getting more and more involved in setting limits on institution capacity, fire/life safety codes, and imposing correctional standards. There is court action pending against institutions in all regions of the state. Although existing regional institutions are being renovated and expanded, they will not meet the security needs or space requirements for housing long-term offenders. The most recent projected security classification of prisoners indicate that 450 close to maximum security beds for sentenced prisoners will be needed by 1985.

In closing, the Department wishes to re-emphasize the need for a new high security institution for sentenced offenders. Existing facilities, due to their operation, configuration, and limited space are unsatisfactory for housing long-term offenders. The facilities described in House Bill No. 88 do not meet standards for prison construction. Consequently, they could not

be used to house high security sentenced prisoners without presenting a constant danger to society, staff, and other prisoners and would also commit the State to huge ongoing operating costs.

Recommended by:

Roger V. Endell
Roger C. Endell

Roger V. Endell
Director
Division of Adult Corrections

Date:

3-30-83

Approved by:

Robert London Smith

Robert London Smith, Ph.D.
Commissioner

Date:

3/30/83

STATE OF ALASKA
FISCAL NOTE

Revision Date _____, 1983

I. REQUEST

Bill/Resolution No.: House Bill No. 88
 Title: "..acquisition..certain prop.."
 Sponsor: Rep. Bettisworth
 Requestor: HESS Committee

II. FISCAL DETAIL

Agency Affected: Health & Social Services
 Program Category Affected: Justice
 BRU, Program of Subprogram(s) Affected: Adult Confinement

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
OPERATING						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES	11,000.0	62,394.0				
700 GRANTS, CLAIMS, ETC						
TOTAL OPERATING	-0-	-0-	*	*	*	*
CAPITAL	11,000.0	62,394.0				
REVENUE	-0-	-0-				

FUNDING: (Thousands of Dollars)

GENERAL FUND	11,000.0	62,394.0				
FEDERAL FUNDS						
OTHER (Specify Source)						

*Cannot be estimated at this time.

POSITIONS:

FULL-TIME	-0-	-0-	-0-			
PART-TIME						
TEMPORARY						

III. SOURCE OF FUNDS TO OFFSET FISCAL IMPACT OF BILL:

The source of funds to offset the fiscal impact of this bill has not been identified by the bill sponsor other than coming from the State General Fund (\$11,000,000.).

IV. ANALYSIS: Attach a separate page for any Analysis

Prepared By: Roger C. Lange *Roger C. Lange* Phone: 465-3376
 Division: Adult Corrections Date: March 30, 1983
 Approved by Commissioner: *[Signature]* Date: 3/30/83
 Department: Health & Social Services

Distribution:

Original to Legislative Finance
 Copy to Office of Management and Budget (for Legislature introduced bills)
 Copy to Department (for Governor introduced bills)
 Copy to Sponsor
 Copy to Requestor (if different from Sponsor)

3/8/83

IV. ANALYSIS

A. Assumptions

1. The acquisition costs identified in the bill are correct (\$4,000,000 for Camp Isabel and \$7,000,000 for the Buchrer Building, Whittier).
2. Some funding may be available from the \$4,000,000 appropriation to improve the facilities at Camp Isabel. The amount still available may not be sufficient to rehabilitate the facilities for correctional use.
3. The Department of Transportation/Public Facilities estimated in 1982 that an additional \$62,394,000 would be required to rehabilitate the Buchner Building to be suitable as a correctional facility. It is assumed this figure is still valid.
4. No funding would be available for the operation of either Camp Isabel or the Buchner Building from the \$11,000,000 appropriation.
5. A new source of electrical power will probably be needed in Whittier to accommodate a correctional facility.

B. Program Summary

It is impossible to estimate the operational costs without knowing the number of inmates which could be housed at each facility and the number of correctional officers required to staff the facilities (this requirement varies with facility design).

C. Economic Impact

There will be a significant impact on the State budget if these two facilities are opened as correctional centers. However, in this period of growth of the inmate population, staff and costs related to inmate care will be experienced without respect to a particular facility.

D. Impact on Local Governments

Any impact on local governments are assumed to be beneficial because of the increased stable salary base and limited local purchase practices of correctional centers.

POSITION PAPER

HOUSE BILL NO. 797

"An Act making special appropriations to the Department of Health and Social Services for the acquisition, improvement, and operation of certain property for use as correctional facilities; and providing for an effective date."

Description of Property

Camp Isabel is located on state leased land at Mile Post 197 off the Richardson Highway, approximately 269 miles from Anchorage and 167 miles from Fairbanks. The camp is composed of 64 metalsided modular buildings. There are 33 barracks, 16 warehouses, four office structures, an 11,000 square foot kitchen, two recreational buildings, a laundry, first aid station and various other ancillary buildings and equipment. Camp capacity was 1,500 persons. The camp was built in the early 1970's and closed in the late 1970's. All buildings are listed in good to poor condition. They consist mainly of plywood and light gauge metal modular buildings which would be difficult and costly to make secure. Buildings would probably have to be removed to provide space for construction of a high security institution built to comply with the 1979 Uniform Building Code. The camp is very large and its configuration does not lend itself to partial use. If it could be used in part, the labyrinth of empty buildings would pose a security and fire risk.

The Buchner Building in Whittier is located on private land 59 miles from Anchorage. There is no direct road access to Whittier, and limited service by the Alaska Railroad from Portage. Chronic high winds make flying marginal most of the time. It is a 273,000 square foot concrete and masonry structure built shortly after World War II to house 2,500 military personnel. It was abandoned in 1965. In 1977, the concrete shell was rated in excellent condition. All other features, including internal partitions, finishes, plumbing, mechanical and electrical equipment and systems were rated for replacement. A 1982 estimate by DOT/PF says \$42,155,000 would be needed to make the building functional and a total of \$62,394,000 would be required to make it suitable for correctional use. These figures do not include acquisition of the property, which may or may not be available. Because of the concrete-bearing wall construction of the Buchner Building, it would be difficult and costly to recess the many plumbing, electrical and ventilation systems unique to prison construction. In order to establish a high security facility on the Whittier site, it would be necessary to tear down the existing facility and start over, or construct a new facility within the existing shell. Either option would be extremely costly and far exceed \$7 million. Over the past several years the Whittier site has been evaluated by administrators of the Division of Corrections, DOT/PF and the CCC/HOK architectural firm in Anchorage. Results consistently indicated the facility would not be suitable for housing either sentenced or unsentenced prisoners. With its capacity for 2,500 persons, the Buchner Building is far too large by national standards. Paragraph 4149 of the American Correctional Standards states that a facility's design should accommodate no more than 500. A telegram from the city manager of Whittier (copy attached) expresses strong objection to selection of Whittier as a location for a correctional facility. Cost effectiveness is an important consideration in both Camp Isabel and Whittier. The higher costs of an inaccessible location affect not only construction costs, but operational costs throughout the life of its use.

Departmental Consideration:

The Department of Health and Social Services does not support House Bill No. 797 because it would not meet needs for prisoner housing in Alaska.

Neither Camp Isabel nor the Buchner Building at Whittier complies with essential correctional standards as noted in paragraph 4147 of the American Correctional Standards. (Copy attached)

The following are deficiencies shared by both sites:

- Fire/Life Safety. All inmates must be assured adequate protection from fire and life-threatening situations, both within the buildings and supported by emergency service operations. Both facilities will require significant life safety systems to meet minimum code requirements. Emergency service operations are most efficiently and effectively provided by local community public service departments. Whittier has a small volunteer fire department, but the nearest major fire fighting equipment and personnel are in Anchorage, with no current road access. Closest volunteer fire departments to Camp Isabel are at Glennallen, 82 miles away, and Delta Junction, 70 miles.

- Outside Support. Both sites fail to meet correctional standards noted in paragraph 4147 of the American Correctional Standards. In event of an internal disturbance, staff from nearby institutions, State Troopers and the National Guard must be readily available to help restore perimeter security and insure safety of all persons inside the institutions as well as those outside. An inaccessible location makes this impossible. Closest trooper detachment to Whittier is in Anchorage. There is one trooper in Girdwood. Major trooper detachment for Camp Isabel is in Fairbanks, with seven troopers in Glennallen and three troopers in Delta Junction.

- Medical and Dental Care. This is normally provided on contract by physicians, dentists and medical specialists within a community. Camp Isabel is 82 miles from the nearest physician at Glennallen which also has a six-bed hospital, and 158 miles from medical help in Fairbanks. Whittier has no resident health professionals and no supply of medication. (See attached resolution) Lack of access to community hospitals is in violation of paragraph 4257 (attached) of the American Correctional Standards. Providing full-time medical professionals on the prison staff is prohibitively expensive and they are nearly impossible to recruit.

- Staffing. Recruiting, training and retaining correctional staff is costly and difficult under the best of circumstances. High turnover is disruptive and very cost ineffective. Few employees may be willing to live in isolated surroundings for more than a short time. Because of the hardship imposed on families, we do not expect much success in recruiting and retaining a staff for Isabel Pass or Whittier. We may have to provide staff housing at further expense.

- Legal Access. Inmates frequently have interaction with the court system, and they have the right to legal counsel. Transporting prisoners from an inaccessible location to court and counsel would be both costly and dangerous. Inmates at Whittier would have to travel to Anchorage; from Camp Isabel they would go to Fairbanks.

POSITION PAPER/Department of Health & Social Services

Community Ties. Regardless of the offense or length of sentence, nearly every prisoner will eventually return to the community. It is unrealistic to believe a person can live in isolation, without community ties, then suddenly be returned and make a successful adjustment. Opportunities for restitution and work release, which could lessen the tax burden, would be limited to non-existent in an inaccessible location.

- Family Ties. Imprisonment strains the family under any circumstances. Lack of opportunity for visits increases the likelihood the family unit will be destroyed and limits opportunities for the offender to successfully reenter the community. This can also lead to more families on welfare.

- Programming. The statewide chaplaincy program coordinates services in prisons and arranges individual religious services in any demonination, calling on clergy in the community. The University Within Walls program draws on University staff in nearby communities. Counseling dealing with sex offenses, family abuse, alcohol and drug abuse and other psychological and emotional programs all draw upon various programs existing within a community. Few if any of these programs could be offered in isolated settings such as Camp Isabel or Whittier. Rehabilitation efforts offer the best hope for protection of society against repeat offenders, since virtually all inmates will eventually be released.

In Alaska, the courts and regulatory bodies are getting more and more involved in setting limits on institution capacity, fire/life safety codes, and imposing correctional standards. There is court action pending against institutions in all regions of the state. Although existing regional institutions are being renovated and expanded, they will not meet the security needs or space requirements for housing long-term offenders. The projected security classification of prisoners indicate that 330 close to maximum security beds for sentenced prisoners are needed by 1985.

In closing, the Department wishes to re-emphasize the need for a new high security institution for sentenced offenders. Existing facilities, due to their operation, configuration, and limited space are unsatisfactory for housing longterm offenders. The facilities described in House Bill No. 797 do not meet standards for prison construction. Consequently, they could not be used to house high security sentenced prisoners without presenting a constant danger to society, staff, and other prisoners.

Recommended by: Walter B. Jones, Jr.
Walter B. Jones, Jr.
Acting Director
Division of Adult Corrections

Date: 3-8-82

Approved by: Helen D. Beirne
Helen D. Beirne, Commissioner
Department of Health and
Social Services

Date: 3-8-82

REGARDING: HOUSE BILL 797

DEAR REP. CATO:

THE CITY OF WHITTIER, ALASKA, STANDS VEHEMENTLY OPPOSED TO A STATE CORRECTIONAL FACILITY BEING LOCATED IN WHITTIER.

1. THE PEOPLE OF THE CITY OF WHITTIER HAVE NEVER BEEN CONSULTED CONCERNING THEIR WISHES REGARDING LOCATING A PRISON IN THE CITY OF WHITTIER. IT IS INAPPROPRIATE THAT A HOUSE BILL BE INTRODUCED ABSENT PRIOR SOLICITATION OF GUIDANCE, INTEREST OR OPPOSITION FROM THE PERSONS EFFECTED SO MATERIALLY AND SO SUBSTANTIALLY BY THE LEGISLATION. A PRISON IN WHITTIER WOULD COMPLETELY ALTER AND UNDERMINE IF NOT FULLY DETERMINE THE CHARACTER AND CONCEPT OF THE COMMUNITY OF WHITTIER.

2. THE PEOPLE OF THE CITY OF WHITTIER ARE ADAMANTLY OPPOSED TO THE LOCATION OF PRISON FACILITIES IN WHITTIER. A PRISON DOES NOT FIT IN WITH THE ETHOS, CHARACTER, CONCEPT OR PLAN DEVELOPMENT ENVISIONED FOR THE CITY OF WHITTIER. WHITTIER ENVISIONS ITSELF AS A COMMUNITY RESURRECTED FROM MILITARY ABANDONMENT, AS AN UP AND COMING COMMERCIAL PORT, AS A RAIL COMMERCE CENTER, AS

A CITY HOUSING MILITARY FACILITY OPERATION, AS A COMMUNITY FOR CHILDREN, AS A COMMUNITY FOR RETIRING ALASKANS, AS A PLACE FOR FOCUS UPON FISHERIES ACTIVITIES, AND AS A GATEWAY FOR TOURISM AND OTHER RECREATION FROM ANCHORAGE AND OTHER PLACES IN ALASKA. PEOPLE IN WHITTIER DID NOT MOVE TO WHITTIER TO LIVE IN A PRISON COMMUNITY, AND THEY HAVE THE RIGHT NOT TO HAVE A PRISON RAMMED DOWN THEIR THROATS BY THE STATE AS IT HAS NOT BEEN ABLE TO FIND

A PRISON IN WHITTIER WOULD NOT BE COMPATIBLE WITH THE ABOVE GOALS TAKEN AS A WHOLE AND COULD VIRTUALLY RUIN THE COMMUNITY AS A RECREATIONAL CENTER AND GATEWAY TO THE MAGNIFICENT PRINCE WILLIAM SOUND RECREATIONAL AREA.

3. MAKING A PRISON OUT OF THE BUCKNER BUILDING IN WHITTIER WOULD NOT BE THE HIGHEST AND BEST USE OF THE REGION AND PROPERTY IN QUESTION. THE FACILITY HAS BEEN DERELICT FOR A NUMBER OF YEARS AND WAS NOT DESIGNED AS A PRISON. MOLDING THE BUILDING INTO A PRISON FACILITY COULD RESULT IN CUTTING THE CITY OF WHITTIER IN HALF AND IN MAKING THE GREAT PART OF THE CITY AN ARMED CAMP. THE SPECIAL AND UNIQUE CHARACTER OF WHITTIER, THE HARSH WEATHER, THE RUGGED LANDSCAPE AND THE SHADED SUNLIGHT IN WINTER WOULD MAKE THE ISOLATION IN PRISON LIFE MORE PSYCHOLOGICALLY BURDENSOME ON BOTH THE TOWN AND PRISON POPULATION.

4. THE CITY OF WHITTIER POSSESS RIGHTS UNDER ITS CONTRACT OF SALE OF THE BUCKNER BUILDING TO C.B.S. REAL ESTATE IN 1977. AMONG THE MATERIAL CONDITIONS OF THE SALE WAS A REQUIREMENT THAT THE BUILDING BE COMPLETED IN LATE 1982. THIS REQUIREMENT DOES NOT APPEAR AS IF IT WILL BE MET, AND THE CITY OF WHITTIER NOTIFIED THAT STATE OF ALASKA HEREIN THAT IT RESERVES ALL RIGHTS UNDER ITS CONTRACT FOR THE SALE OF THE BUILDING TO C.B.S. REAL ESTATE, INCORPORATED.

IT IS IRONIC THAT WHITTIER WOULD HAVE BEEN WILLING IN 1976 OR 1977 TO ALLOW THE STATE OF ALASKA TO ACQUIRE THE BUILDING FOR A NOMINAL PRICE (ABOUT DLRS200,000) FOR A SUITABLE PURPOSE, AND THAT NOW THE STATE PROPOSES TO PURCHASE THE BUILDING FOR MILLIONS FROM THE PRIVATE INTERESTS WHO CONDITIONALLY BOUGHT THE BUILDING AT THE NOMINAL PRICE.

OTHER DEVELOPMENTS WILL BE REPORTED THROUGH OUR STATE REPRESENTATIVE SENATOR J KERITULA AND REPRESENTATIVE BETTE CATO, BUT THOUGHTFUL CONSIDERATION AND ASSISTANCE IS REQUESTED FROM ALL OF YOU WHO RECEIVE THIS MESSAGE.

THANK YOU FOR YOUR TIME AND CONSIDERATION. SINCERELY

GEORGE E. WEISS, CITY MANAGER

ON BEHALF OF THE MAYOR, CITY COUNCIL AND THE

PEOPLE OF THE CITY OF WHITTIER

H.S.S.S

Original sponsor: Bettisworth

Note: 3/18 - Advised Ward/Bettisworth this sponsor must be a subcontractor. Will schedule hearing for 3/28 with that understanding.

<u>Funding Information</u>	
General Fund	\$27,000,000
Other Funds	-0-
	<u>\$27,000,000</u>

BY THE HEALTH, EDUCATION AND SOCIAL SERVICES COMMITTEE

IN THE HOUSE

S.S.

FOR HOUSE BILL NO. 88 (HESS)

IN THE LEGISLATURE OF THE STATE OF ALASKA

THIRTEENTH LEGISLATURE - FIRST SESSION

A BILL

For an Act entitled: "An Act making a special appropriation to the Department of Health and Social Services for the acquisition and improvement of the Buchner Building in Whittier as a correctional facility; and providing for an effective date."

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

* Section 1. The sum of \$27,000,000 is appropriated from the general fund to the Department of Health and Social Services for the acquisition and improvement of the Buchner Building in Whittier as a correctional facility.

* Sec. 2. The appropriation made by this Act is for a capital project and is subject to AS 37.25.020.

* Sec. 3. This Act takes effect July 1, 1983.

[Handwritten signature]
[Handwritten initials]

FN 2/15/83

REQUEST FROM SPONSOR FOR FILE.

Backup 3/28 (mostly position paper 3/10/83 letter from

Olympic inc.

= Ralph AB88

SDA APR 4

City Hall Utilities 472-2337

4/5 PASSED OUT 3-2

SSHB 88 Roger Endell

VISITED FACILITY LAST WEEK

NOT APPROPRIATE -

1) COST

2) INACCESSIBILITY

SERVICES, STAFFING

CITIZENS OPPOSED

62,000,000 to CONVERT
ENDELL - prefers wildwood facility

Lisa Ward - Bottom fishing plant

f

STATE OF ALASKA
FISCAL NOTE

Revision Date , 1983

I. REQUEST SS for
Bill/Resolution No.: House Bill No. 88
Title: "..acquisition..certain prop.."
Sponsor: Rep. Bettisworth
Requestor: HESS Committee

II. FISCAL DETAIL
Agency Affected: Health & Social Services
Program Category Affected: Justice
BRU, Program of Subprogram(s) Affected: Adult Confinement

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
OPERATING						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC						
TOTAL OPERATING	-0-	-0-	*	*	*	*
CAPITAL	-0-	27000.0				
REVENUE	-0-	-0-				

FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	27000.0				
FEDERAL FUNDS						
OTHER (Specify Source)						

*Cannot be estimated at this time.

POSITIONS:

FULL-TIME	-0-	-0-	-0-	*	*	*
PART-TIME						
TEMPORARY						

III. SOURCE OF FUNDS TO OFFSET FISCAL IMPACT OF BILL:

The source of funds to offset the fiscal impact of this bill has not been identified by the bill sponsor other than coming from the State General Fund (\$1,000,000.).

IV. ANALYSIS: Attach a separate page for any Analysis

Prepared By: Roger C. Lange *Roger C. Lange* Phone: 465-3376
Division: Adult Corrections Date: April 18, 1983
Approved by Commissioner: Robert Gordon Smith, Ph.D. Date: 4/21/83
Department: Health & Social Services

Distribution:

Original to Legislative Finance
Copy to Office of Management and Budget (for Legislature introduced bills)
Copy to Department (for Governor introduced bills)
Copy to Sponsor
Copy to Requestor (if different from Sponsor)

3/8/83

IV. ANALYSIS

A. Assumptions

1. The acquisition cost identified in the bill is correct.
2. The Department of Transportation/Public Facilities estimated in 1982 that an additional \$62,394,000 would be required to rehabilitate the Buchner Building to be suitable as a correctional facility. It is assumed the present owner would remodel to Corrections' specifications to stay within the \$27,000,000 appropriation. It is alleged that the present owner has stated that he would do the required remodeling and sell the structure for \$27,000,000 to the State.
3. A new source of electrical power will probably be needed in Whittier to accommodate a correctional facility.

B. Program Summary

It is impossible to estimate the operational costs without knowing the number of inmates which could be housed at each facility and the number of correctional officers required to staff the facilities (this requirement varies with facility design).

C. Economic Impact

There will be a significant impact on the State budget if this proposed facility is opened as a correctional center. However, in this period of growth of the inmate population, staff and costs related to inmate care will be experienced without respect to any particular facility.

D. Impact on Local Governments

Any impact on local governments are assumed to be beneficial because of the increased salary base and local purchase practices of correctional centers.

POSITION PAPER/Department of Health & Social Services

POSITION PAPER

SPONSOR SUBSTITUTE FOR HOUSE BILL NO. 88

"An Act making special appropriations to the Department of Health and Social Services for the acquisition, improvement, of the Buchner Building in Whittier as a correctional facility; and providing for an effective date.

Description of Property

The Buchner Building in Whittier is located on private land 59 miles from Anchorage. There is no direct road access to Whittier, and limited service by the Alaska Railroad from Portage. Chronic high winds make flying marginal much of the time. The building is a 273,000 square foot concrete and masonry structure built shortly after World War II to house 2,500 military personnel. It was abandoned in 1965. In 1977, the concrete shell was rated in excellent condition. All other features, including internal partitions, finishes, plumbing, mechanical and electrical equipment and systems were rated for replacement. A 1982 estimate by DOT/PF says \$42,155,000 would be needed to make the building functional and a total of \$62,394,000 would be required to make it suitable for correctional use. These figures do not include acquisition of the property, which may or may not be available. Because of the concrete-bearing wall construction of the Buchner Building, it would be difficult and costly to recess the many plumbing, electrical and ventilation systems unique to prison construction. In order to establish a high security facility on the Whittier site, it would be necessary to tear down the existing facility and start over, or construct a new facility within the existing shell. Either option would be extremely costly and would far exceed \$7 million identified as the acquisition and improvement cost. Over the past several years the Whittier site has been evaluated by administrators of the Division of Corrections, DOT/PF and the CCC/HOK architectural firm in Anchorage. Results consistently indicated the facility would not be suitable for housing either sentenced or unsentenced prisoners. With its capacity for 2,500 persons, the Buchner Building is far too large by national standards. Paragraph 4149 of the American Correctional Standards states that a facility's design should accommodate no more than 500. We believe this to be a sound recommendation from an operational standpoint. Last year a telegram from the city manager of Whittier (copy attached) expressed strong objection to selection of Whittier as a location for a correctional facility.

Cost effectiveness is an important consideration. The higher costs of an inaccessible location affect not only construction costs, but operational costs throughout the life of its use.

Departmental Consideration

The Department of Health and Social Services does not support House Bill No. 88 because it would not meet needs for prisoner housing in Alaska.

The Buchner Building at Whittier does not comply with essential correctional standards as noted in paragraph 4147 of the American Correctional Standards. (Copy attached)

The following are deficiencies of the site:

- Fire/Life Safety. All inmates must be assured adequate protection from fire and life-threatening situations, both within the buildings and supported by emergency service operations. The facility will require significant life safety systems to meet minimum code requirements. Emergency service operations are most efficiently and effectively provided by local community public service departments. Whittier has a small volunteer fire department, but the nearest major fire fighting equipment and personnel are in Anchorage, with no current road access.

- Outside Support. The site fails to meet correctional standards noted in paragraph 4147 of the American Correctional Standards. In event of an internal disturbance, staff from nearby institutions, State Troopers and the National Guard must be readily available to help restore perimeter security and insure safety of all persons inside the institutions as well as those outside. An inaccessible location makes this impossible. Closest trooper detachment to Whittier is in Anchorage and there is one trooper in Girdwood.

- Medical and Dental Care. This is normally provided on contact by physicians, dentists and medical specialists within a community. Whittier has no resident health professionals and no supply of medication (see attached resolution). Lack of access to community hospitals is in violation of paragraph 4257 (attached) of the American Correctional Standards. Providing full-time medical professionals on the prison staff is prohibitively expensive and they are nearly impossible to recruit.

- Staffing/Housing. Recruiting, training and retaining correctional staff is costly and difficult under the best of circumstances. Due to the virtual non-existence of adequate private housing in conjunction with the isolated surroundings, a high turnover of employees would be anticipated. The State may have to provide staff housing at further expense.

- Legal Access. Inmates frequently have interaction with the court system, and they have the right to legal counsel. Transporting prisoners from an inaccessible location to court and counsel would be both costly and time consuming; inmates at Whittier would have to travel to Anchorage.

- Community Ties. Regardless of the offense or length of sentence, nearly every prisoner will eventually return to the community. It is unrealistic to believe a person can live in isolation, without community ties, then suddenly be returned and make a successful adjustment. Opportunities for restitution and work release, which could lessen the tax burden, would be limited to non-existent in an inaccessible location.

- Family Ties. Imprisonment strains the family under any circumstances. Lack of opportunity for visits increases the likelihood the family unit will be destroyed and limits opportunities for the offender to successfully reenter the community.

- Programming. The statewide chaplaincy program coordinates services in prisons and arranges individual religious services in any denomination, calling on clergy in the community. The educational programs draw on University staff in nearby communities. Counseling dealing with sex

offenses, family abuse, alcohol and drug abuse and other psychological and emotional programs all draw upon various programs existing within a community. Few if any of these programs could be offered in isolated setting such as Whittier. Rehabilitation efforts offer the best hope for protection of society against repeat offenders, since virtually all inmates will eventually be released.

In Alaska, the courts and regulatory bodies are getting more and more involved in setting limits on institution capacity, fire/life safety codes, and imposing correctional standards. There is court action pending against institutions in all regions of the state. Although existing regional institutions are being renovated and expanded, they will not meet the security needs or space requirements for housing long-term offenders. The most recent projected security classification of prisoners indicate that 450 close to maximum security beds for sentenced prisoners will be needed by 1985.

In closing, the Department wishes to re-emphasize the need for a new high security institution for sentenced offenders. Existing facilities, due to their operation, configuration, and limited space are unsatisfactory for housing long-term offenders. The facility referred to in SS for House Bill No. 88 does not meet standards for prison construction. Consequently, it could not be used to house high security sentenced prisoners without presenting a constant danger to society, staff, and other prisoners and would also commit the State to huge ongoing operating costs.

Recommended by: for Roger C. Long
Roger V. Endell
Director
Division of Adult Corrections

Date: 4/18/83

Approved by: Robert London Smith
Robert London Smith, Ph.D.
Commissioner

Date: 4/21/83

DEC 17 1972

U.S. DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION
WASHINGTON, D.C. 20535

02292 NL TDA WHITTIER ALASKA 616 02-16 0537P AST

PMS REP BETTE CATO

JUN 26 1979

REGARDING: HOUSE BILL 797

DEAR REP. CATO:



THE CITY OF WHITTIER, ALASKA, STANDS VEHEMENTLY OPPOSED TO A STATE CORRECTIONAL FACILITY BEING LOCATED IN WHITTIER.

1. THE PEOPLE OF THE CITY OF WHITTIER HAVE NEVER BEEN CONSULTED CONCERNING THEIR WISHES REGARDING LOCATING A PRISON IN THE CITY OF WHITTIER. IT IS INAPPROPRIATE THAT A HOUSE BILL BE INTRODUCED ABSENT PRIOR SOLICITATION OF GUIDANCE, INTEREST OR OPPOSITION FROM THE PERSONS EFFECTED SO MATERIALLY AND SO SUBSTANTIALLY BY THE LEGISLATION. A PRISON IN WHITTIER WOULD COMPLETELY ALTER AND UNDERMINE IF NOT FULLY DETERMINE THE CHARACTER AND CONCEPT OF THE COMMUNITY OF WHITTIER.

2. THE PEOPLE OF THE CITY OF WHITTIER ARE ADAMANTLY OPPOSED TO THE LOCATION OF PRISON FACILITIES IN WHITTIER. A PRISON DOES NOT FIT IN WITH THE ETHOS, CHARACTER, CONCEPT OR PLAN DEVELOPMENT ENVISIONED FOR THE CITY OF WHITTIER. WHITTIER ENVISIONS ITSELF AS A COMMUNITY RESURRECTED FROM MILITARY ABANDONMENT, AS AN UP AND COMING COMMERCIAL PORT, AS A RAIL COMMERCE CENTER, AS

A CITY HOUSING MILITARY FACILITY OPERATION, AS A COMMUNITY FOR CHILDREN, AS A COMMUNITY FOR RETIRING ALASKANS, AS A PLACE FOR FOCUS UPON FISHERIES ACTIVITIES, AND AS A GATEWAY FOR TOURISM AND OTHER RECREATION FROM ANCHORAGE AND OTHER PLACES IN ALASKA. PEOPLE IN WHITTIER DID NOT MOVE TO WHITTIER TO LIVE IN A PRISON COMMUNITY, AND THEY HAVE THE RIGHT NOT TO HAVE A PRISON RAMMED DOWN THEIR THROATS BY THE STATE AS IT HAS NOT BEEN ABLE TO FIND

ANOTHER COMMUNITY HIGH WOULD ACCEPT A PRISON. A BETTER SOLUTION FOR THE STATE WOULD BE TO START A NEW COMMUNITY AS A PRISON IN SOME ISOLATED AREA OF THE INTERIOR OR ON SOME UNHABITATED ISLAND. A PRISON IN WHITTIER WOULD NOT BE COMPATIBLE WITH THE ABOVE GOALS TAKEN AS A WHOLE AND COULD VIRTUALLY RUIN THE COMMUNITY AS A RECREATIONAL CENTER AND GATEWAY TO THE MAGNIFICENT PRINCE WILLIAM SOUND RECREATIONAL AREA.

3. MAKING A PRISON OUT OF THE BUCKNER BUILDING IN WHITTIER WOULD NOT BE THE HIGHEST AND BEST USE OF THE REGION AND PROPERTY IN QUESTION. THE FACILITY HAS BEEN DERELICT FOR A NUMBER OF YEARS AND WAS NOT DESIGNED AS A PRISON. MOLDING THE BUILDING INTO A PRISON FACILITY COULD RESULT IN CUTTING THE CITY OF WHITTIER IN HALF AND IN MAKING THE GREAT PART OF THE CITY AN ARMED CAMP. THE SPECIAL AND UNIQUE CHARACTER OF WHITTIER, THE HARSH WEATHER, THE RUGGED LANDSCAPE AND THE SHADED SUNLIGHT IN WINTER WOULD MAKE THE ISOLATION IN PRISON LIFE MORE PSYCHOLOGICALLY BURDENSOME ON BOTH THE TOWN AND PRISON POPULATION.

4. THE CITY OF WHITTIER POSSESS RIGHTS UNDER ITS CONTRACT OF SALE OF THE BUCKNER BUILDING TO C.B.S. REAL ESTATE IN 1977. AMONG THE MATERIAL CONDITIONS OF THE SALE WAS A REQUIREMENT THAT THE BUILDING BE COMPLETED IN LATE 1982. THIS REQUIREMENT DOES NOT APPEAR AS IF IT WILL BE MET, AND THE CITY OF WHITTIER NOTIFIED THAT STATE OF ALASKA HEREIN THAT IT RESERVES ALL RIGHTS UNDER ITS CONTRACT FOR THE SALE OF THE BUILDING TO C.B.S. REAL ESTATE, INCORPORATED.

IT IS IRONIC THAT WHITTIER WOULD HAVE BEEN WILLING IN 1976 OR 1977 TO ALLOW THE STATE OF ALASKA TO ACQUIRE THE BUILDING FOR A NOMINAL PRICE (ABOUT DLRS200,000) FOR A SUITABLE PURPOSE, AND THAT NOW THE STATE PROPOSES TO PURCHASE THE BUILDING FOR MILLIONS FROM THE PRIVATE INTERESTS WHO CONDITIONALLY BOUGHT THE BUILDING AT THE NOMINAL PRICE.

OTHER DEVELOPMENTS WILL BE REPORTED THROUGH OUR STATE REPRESENTATIVE SENATOR J KERTTULA AND REPRESENTATIVE BETTE CATO, BUT THOUGHTFUL CONSIDERATION AND ASSISTANCE IS REQUESTED FROM ALL OF YOU WHO RECEIVE THIS MESSAGE.

THANK YOU FOR YOUR TIME AND CONSIDERATION. SINCERELY

GEORGE E. WEISS, CITY MANAGER

ON BEHALF OF THE MAYOR, CITY COUNCIL AND THE

DISCUSSION: Sensory deprivation should be reduced by providing variety in terms of space, surface textures and colors. Natural lighting should be available from a source within 20 feet of the room or cell. The bed should be off the floor with a clean, covered mattress and blankets provided as needed. Adequate shower facilities should be provided so that each inmate can bathe daily.

4144. Where used, dormitories house no more than 50 inmates each, and have:
- At least 10 cubic feet of fresh or purified and recirculated air per minute for each person occupying the dormitory;
 - Access to hot and cold running water;
 - Adequate toilet and shower facilities;
 - Locker for each individual;
 - Lighting of at least 20 footcandles;
 - A minimum floor area of 60 square feet per inmate and a clear floor-to-ceiling height of eight feet;
 - Noise levels low enough so as not to interfere with normal human activities;
 - No double or triple bunking; and
 - Clear observation/supervision lines of sight for staff. (Important)

DISCUSSION: Where dormitory housing cannot be avoided, the number of inmates per dormitory should be kept low. Living conditions may be enhanced by placing partitions between beds or by increasing the space between beds as much as possible. Chairs and desks should be provided for reading and writing.

- 4145 Staff offices are located so that they are readily accessible to inmates and there is a minimum of physical barriers separating inmates from staff. (Essential)

DISCUSSION: Isolation of staff members reduces their effectiveness as professional personnel by discouraging interpersonal relationships.

- 4146 The institution has a written plan for preventive maintenance of the physical plant that it reviews and updates annually. (Essential)

DISCUSSION: A specific plan for preventive maintenance, implemented by qualified staff or professionals, is necessary for safe and efficient operation. Regular care and inspection of equipment is essential.

New Plants Only

- 4147** The facility is located within 50 miles of a civilian population center that can provide services to support correctional goals. (Essential)

DISCUSSION: Proximity to a civilian population center provides community services to support correctional goals, such as social services, schools, hospitals, colleges and universities, and employment opportunities. It also allows for recruitment of personnel having racial and ethnic origins similar to those of inmates. Proximity to a civilian population center also allows the institution to procure maintenance services more efficiently and at less cost.

- 4148 New prison planning precludes the use of dormitories as part of the mainline population housing. (Essential)

414

Sec
Not

415
cont
avail
and

415
inm
(Ess

415
inst

FOR TODAY

March 28, 1983
Mae, Milo:

Since we're hearing from a contractor and owner of the Buchner Building, I have attached a position paper from last year's DHSS on the building. This was provided to me as backup by the sponsor of SSHB 88, Rep. Bettisorth. However, there isn't much to back up the bill. The position paper lists several major problems with the facility and the location and strongly opposes the purchase or use of the building for a prison.

There is a memo from the City Manager of Whittier, George Weiss, that suggests that the owners of the Buchner facility bought it for \$200,000. SSHB 88 appropriates 27 million dollars, but there is no breakdown as to how much is for the facility and how much is for the improvements.

It seems to me that the approach to the correctional facility is just backwards. Instead of talking to the property owner and a contractor who may have a significant financial interest in the project, shouldn't the Division of Corrections first identify a site, develop a plan, call for bids and award bids based on the best price? How can a contractor or land owner propose to build a facility for any amount without looking at the plans and without knowing what will be expected? Don't forget too, that the statutes require bidding and award to the lowest bid.

I'll have more on this for the hearing next Tuesday. State offices are all closed today.

Dave

POSITION PAPER

HOUSE BILL NO. 797

"An Act making special appropriations to the Department of Health and Social Services for the acquisition, improvement, and operation of certain property for use as correctional facilities; and providing for an effective date."

Description of Property

Camp Isabel is located on state leased land at Mile Post 197 off the Richardson Highway, approximately 269 miles from Anchorage and 167 miles from Fairbanks. The camp is composed of 64 metal-sided modular buildings. There are 33 barracks, 16 warehouses, four office structures, an 11,000 square foot kitchen, two recreational buildings, a laundry, first aid station and various other ancillary buildings and equipment. Camp capacity was 1,500 persons. The camp was built in the early 1970's and closed in the late 1970's. All buildings are listed in good to poor condition. They consist mainly of plywood and light gauge metal modular buildings which would be difficult and costly to make secure. Buildings would probably have to be removed to provide space for construction of a high security institution built to comply with the 1979 Uniform Building Code. The camp is very large and its configuration does not lend itself to partial use. If it could be used in part, the labyrinth of empty buildings would pose a security and fire risk.

The Buchner Building in Whittier is located on private land 59 miles from Anchorage. There is no direct road access to Whittier, and limited service by the Alaska Railroad from Portage. Chronic high winds make flying marginal most of the time. It is a 273,000 square foot concrete and masonry structure built shortly after World War II to house 2,500 military personnel. It was abandoned in 1965. In 1977, the concrete shell was rated in excellent condition. All other features, including internal partitions, finishes, plumbing, mechanical and electrical equipment and systems were rated for replacement. A 1982 estimate by DOT/PF says \$42,155,000 would be needed to make the building functional and a total of \$62,394,000 would be required to make it suitable for correctional use. These figures do not include acquisition of the property, which may or may not be available. Because of the concrete-bearing wall construction of the Buchner Building, it would be difficult and costly to recess the many plumbing, electrical and ventilation systems unique to prison construction. In order to establish a high security facility on the Whittier site, it would be necessary to tear down the existing facility and start over, or construct a new facility within the existing shell. Either option would be extremely costly and far exceed \$7 million. Over the past several years the Whittier site has been evaluated by administrators of the Division of Corrections, DOT/PF and the CCC/HOK architectural firm in Anchorage. Results consistently indicated the facility would not be suitable for housing either sentenced or unsentenced prisoners. With its capacity for 2,500 persons, the Buchner Building is far too large by national standards. Paragraph 4149 of the American Correctional Standards states that a facility's design should accommodate no more than 500. A telegram from the city manager of Whittier (copy attached) expresses strong objection to selection of Whittier as a location for a correctional facility. Cost effectiveness is an important consideration in both Camp Isabel and Whittier. The higher costs of an inaccessible location affect not only construction costs, but operational costs throughout the life of its use.

Departmental Consideration

The Department of Health and Social Services does not support House Bill No. 797 because it would not meet needs for prisoner housing in Alaska.

Neither Camp Isabel nor the Buchner Building at Whittier complies with essential correctional standards as noted in paragraph 4147 of the American Correctional Standards. (Copy attached)

The following are deficiencies shared by both sites:

- Fire/Life Safety. All inmates must be assured adequate protection from fire and life-threatening situations, both within the buildings and supported by emergency service operations. Both facilities will require significant life safety systems to meet minimum code requirements. Emergency service operations are most efficiently and effectively provided by local community public service departments. Whittier has a small volunteer fire department, but the nearest major fire fighting equipment and personnel are in Anchorage, with no current road access. Closest volunteer fire departments to Camp Isabel are at Glennallen, 82 miles away, and Delta Junction, 70 miles.

- Outside Support. Both sites fail to meet correctional standards noted in paragraph 4147 of the American Correctional Standards. In event of an internal disturbance, staff from nearby institutions, State Troopers and the National Guard must be readily available to help restore perimeter security and insure safety of all persons inside the institutions as well as those outside. An inaccessible location makes this impossible. Closest trooper detachment to Whittier is in Anchorage. There is one trooper in Girdwood. Major trooper detachment for Camp Isabel is in Fairbanks, with seven troopers in Glennallen and three troopers in Delta Junction.

- Medical and Dental Care. This is normally provided on contract by physicians, dentists and medical specialists within a community. Camp Isabel is 82 miles from the nearest physician at Glennallen which also has a six-bed hospital, and 158 miles from medical help in Fairbanks. Whittier has no resident health professionals and no supply of medication. (See attached resolution). Lack of access to community hospitals is in violation of paragraph 4257 (attached) of the American Correctional Standards. Providing full-time medical professionals on the prison staff is prohibitively expensive and they are nearly impossible to recruit.

- Staffing. Recruiting, training and retaining correctional staff is costly and difficult under the best of circumstances. High turnover is disruptive and very cost ineffective. Few employees may be willing to live in isolated surroundings for more than a short time. Because of the hardship imposed on families, we do not expect much success in recruiting and retaining a staff for Isabel Pass or Whittier. We may have to provide staff housing at further expense.

- Legal Access. Inmates frequently have interaction with the court system, and they have the right to legal counsel. Transporting prisoners from an inaccessible location to court and counsel would be both costly and dangerous. Inmates at Whittier would have to travel to Anchorage; from Camp Isabel they would go to Fairbanks.

POSITION PAPER/Department of Health & Social Services

Community Ties. Regardless of the offense or length of sentence, nearly every prisoner will eventually return to the community. It is unrealistic to believe a person can live in isolation, without community ties, then suddenly be returned and make a successful adjustment. Opportunities for restitution and work release, which could lessen the tax burden, would be limited to non-existent in an inaccessible location.

- Family Ties. Imprisonment strains the family under any circumstances. Lack of opportunity for visits increases the likelihood the family unit will be destroyed and limits opportunities for the offender to successfully reenter the community. This can also lead to more families on welfare.

- Programming. The statewide chaplaincy program coordinates services in prisons and arranges individual religious services in any demonination, calling on clergy in the community. The University Within Walls program draws on University staff in nearby communities. Counseling dealing with sex offenses, family abuse, alcohol and drug abuse and other psychological and emotional programs all draw upon various programs existing within a community. Few if any of these programs could be offered in isolated settings such as Camp Isabel or Whittier. Rehabilitation efforts offer the best hope for protection of society against repeat offenders, since virtually all inmates will eventually be released.

In Alaska, the courts and regulatory bodies are getting more and more involved in setting limits on institution capacity, fire/life safety codes, and imposing correctional standards. There is court action pending against institutions in all regions of the state. Although existing regional institutions are being renovated and expanded, they will not meet the security needs or space requirements for housing long-term offenders. The projected security classification of prisoners indicate that 330 close to maximum security beds for sentenced prisoners are needed by 1985.

In closing, the Department wishes to re-emphasize the need for a new high security institution for sentenced offenders. Existing facilities, due to their operation, configuration, and limited space are unsatisfactory for housing longterm offenders. The facilities described in House Bill No. 797 do not meet standards for prison construction. Consequently, they could not be used to house high security sentenced prisoners without presenting a constant danger to society, staff, and other prisoners.

Recommended by: Walter B. Jones, Jr.
Walter B. Jones, Jr.
Acting Director
Division of Adult Corrections

Date: 3-8-82

Approved by: Helen D. Beirne
Helen D. Beirne, Commissioner
Department of Health and
Social Services

Date: 3-8-82

JUN 1973

REGARDING: HOUSE BILL 797

DEAR REP. CATO:

THE CITY OF WHITTIER, ALASKA, STANDS VEHEMENTLY OPPOSED TO A STATE CORRECTIONAL FACILITY BEING LOCATED IN WHITTIER.

1. THE PEOPLE OF THE CITY OF WHITTIER HAVE NEVER BEEN CONSULTED CONCERNING THEIR WISHES REGARDING LOCATING A PRISON IN THE CITY OF WHITTIER. IT IS INAPPROPRIATE THAT A HOUSE BILL BE INTRODUCED ABSENT PRIOR SOLICITATION OF GUIDANCE, INTEREST OR OPPOSITION FROM THE PERSONS EFFECTED SO MATERIALLY AND SO SUBSTANTIALLY BY THE LEGISLATION. A PRISON IN WHITTIER WOULD COMPLETELY ALTER AND UNDERMINE IF NOT FULLY DETERMINE THE CHARACTER AND CONCEPT OF THE COMMUNITY OF WHITTIER.

2. THE PEOPLE OF THE CITY OF WHITTIER ARE ADAMANTLY OPPOSED TO THE LOCATION OF PRISON FACILITIES IN WHITTIER. A PRISON DOES NOT FIT IN WITH THE ETHOS, CHARACTER, CONCEPT OR PLAN DEVELOPMENT ENVISIONED FOR THE CITY OF WHITTIER. WHITTIER ENVISIONS ITSELF AS A COMMUNITY RESURRECTED FROM MILITARY ABANDONMENT, AS AN UP AND COMING COMMERCIAL PORT, AS A RAIL COMMERCE CENTER, AS

A CITY HOUSING MILITARY FACILITY OPERATION, AS A COMMUNITY FOR CHILDREN, AS A COMMUNITY FOR RETIRING ALASKANS, AS A PLACE FOR FOCUS UPON FISHERIES ACTIVITIES, AND AS A GATEWAY FOR TOURISM AND OTHER RECREATION FROM ANCHORAGE AND OTHER PLACES IN ALASKA. PEOPLE IN WHITTIER DID NOT MOVE TO WHITTIER TO LIVE IN A PRISON COMMUNITY, AND THEY HAVE THE RIGHT NOT TO HAVE A PRISON RAMMED DOWN THEIR THROATS BY THE STATE AS IT HAS NOT BEEN ABLE TO FIND

FOR THE STATE WOULD BE TO START A NEW COMMUNITY AS A PRISON IN SOME ISOLATED AREA OF THE INTERIOR OR ON SOME UNHABITATED ISLAND. A PRISON IN WHITTIER WOULD NOT BE COMPATIBLE WITH THE ABOVE GOALS TAKEN AS A WHOLE AND COULD VIRTUALLY RUIN THE COMMUNITY AS A RECREATIONAL CENTER AND GATEWAY TO THE MAGNIFICENT PRINCE WILLIAM SOUND RECREATIONAL AREA.

3. MAKING A PRISON OUT OF THE BUCKNER BUILDING IN WHITTIER WOULD NOT BE THE HIGHEST AND BEST USE OF THE REGION AND PROPERTY IN QUESTION. THE FACILITY HAS BEEN DERELICT FOR A NUMBER OF YEARS AND WAS NOT DESIGNED AS A PRISON. MOLDING THE BUILDING INTO A PRISON FACILITY COULD RESULT IN CUTTING THE CITY OF WHITTIER IN HALF AND IN MAKING THE GREAT PART OF THE CITY AN ARMED CAMP. THE SPECIAL AND UNIQUE CHARACTER OF WHITTIER, THE HARSH WEATHER, THE RUGGED LANDSCAPE AND THE SHADED SUNLIGHT IN WINTER WOULD MAKE THE ISOLATION IN PRISON LIFE MORE PSYCHOLOGICALLY BURDENSOME ON BOTH THE TOWN AND PRISON POPULATION.

4. THE CITY OF WHITTIER POSSESS RIGHTS UNDER ITS CONTRACT OF SALE OF THE BUCKNER BUILDING TO C.B.S. REAL ESTATE IN 1977. AMONG THE MATERIAL CONDITIONS OF THE SALE WAS A REQUIREMENT THAT THE BUILDING BE COMPLETED IN LATE 1982. THIS REQUIREMENT DOES NOT APPEAR AS IF IT WILL BE MET, AND THE CITY OF WHITTIER NOTIFIED THAT STATE OF ALASKA HEREIN THAT IT RESERVES ALL RIGHTS UNDER ITS CONTRACT FOR THE SALE OF THE BUILDING TO C.B.S. REAL ESTATE, INCORPORATED.

IT IS IRONIC THAT WHITTIER WOULD HAVE BEEN WILLING IN 1976 OR 1977 TO ALLOW THE STATE OF ALASKA TO ACQUIRE THE BUILDING FOR A NOMINAL PRICE (ABOUT DLRS200,000) FOR A SUITABLE PURPOSE, AND THAT NOW THE STATE PROPOSES TO PURCHASE THE BUILDING FOR MILLIONS FROM THE PRIVATE INTERESTS WHO CONDITIONALLY BOUGHT THE BUILDING AT THE NOMINAL PRICE.

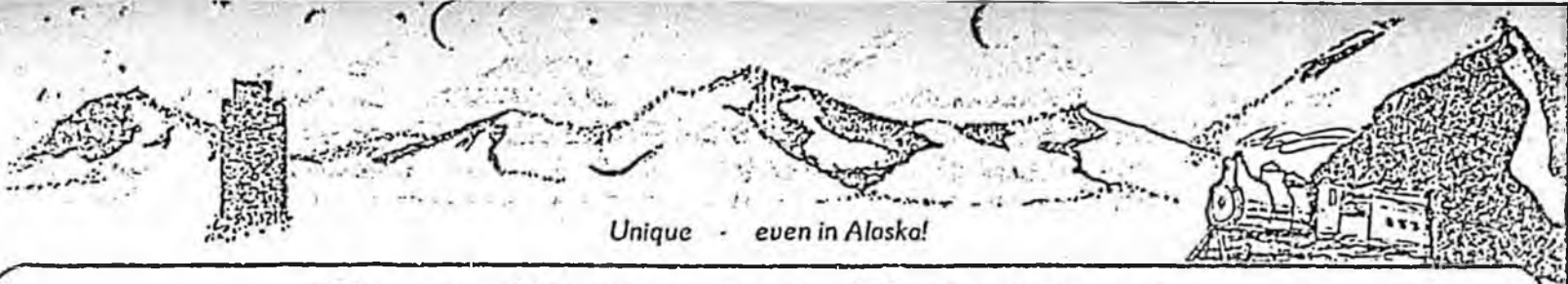
OTHER DEVELOPMENTS WILL BE REPORTED THROUGH OUR STATE REPRESENTATIVE SENATOR J KERTTULA AND REPRESENTATIVE BETTE CATO, BUT THOUGHTFUL CONSIDERATION AND ASSISTANCE IS REQUESTED FROM ALL OF YOU WHO RECEIVE THIS MESSAGE.

THANK YOU FOR YOUR TIME AND CONSIDERATION. SINCERELY

GEORGE E. WEISS, CITY MANAGER

ON BEHALF OF THE MAYOR, CITY COUNCIL AND THE

PEOPLE OF THE CITY OF WHITTIER



Unique - even in Alaska!

THE CITY OF WHITTIER



26 January 1982

Dr. Helen Beirne
Pouch H-51
Juneau, Alaska 99811

Re: The Absence Of Health Care In Whittier

Dear Dr. Beirne:

I am writing to you to express the concern of the permanent residents of Whittier regarding the absence of health care in the City of Whittier.

Whittier has no direct road access and only limited service by the Alaska Railroad. Flying is marginal most of the time, [even in summer because of chronic high winds], and delays are encountered in obtaining rail track use clearances for the rail equipped ambulance.

Whittier does not have a physician at any time.

When a medical emergency occurs, the patient must be transported to Anchorage. Under the most ideal conditions, this is a two hour trip. Several hours would be a more reasonable expectation. There are no health professionals in Whittier presently authorized to administer emergency medication to ease pain and suffering. In fact, Whittier is without any supply of medications whatsoever.

A minor illness such as an earache, sore throat, etc. has to be treated in Anchorage at high personal expense to the individual. If the illness occurs on a day other than a day when the passenger trains are scheduled, treatment can be



Health Care Letter - 26 January 1982

delayed up to three days; otherwise the only recourse is travel by the rail ambulance.

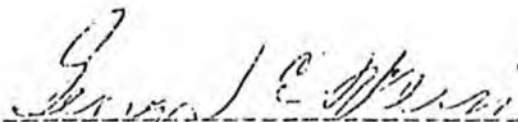
Whittier's goal is to establish a clinic where a professional physician extender can give primary health care in Whittier. (See copy of Resolution 01-21-82 attached.)

Mr. Denny DeGross, from South Central Health & Planning Development, Inc., shall be meeting with the people of Whittier on 20 January 1982. Mr. DeGross will be in Whittier for two days to meet and talk with people and to assess and evaluate needs and problems and to assist in organizing.

This letter is Whittier's outreach to you seeking your advice, suggestions and referrals to state programs including assistance in procuring state loans and grants.

Whittier's problems may be unique, but surely some of the parameters of our problems must have been experienced to greater and lesser degrees in other areas within Alaska.

Sincerely,



George E. Weiss, Whittier City Manager

enc: Copy of Resolution 01-21-82

cc: Whittier City Council

C I T Y O F W H I T T I E R

Resolution No. 61-21-82

A RESOLUTION SUPPORTING THE ESTABLISHMENT OF A FACILITY AND THE PROVISION OF A PROFESSIONAL PHYSICIAN EXTENDER SO AS TO PROVIDE PRIMARY HEALTH CARE IN WHITTIER.

WHEREAS, the City of Whittier holds first and foremost the health and well being of its citizens; and

WHEREAS, the presently exists a genuine need for primary health care in Whittier, which is not presently being provided by any agency; such care includes, without limitation, the diagnosis and treatment of physical injuries and illness which ordinarily would not require hospitalization, psychological intervention, and follow-up treatment for chronic and other conditions;

NOW THEREFORE BE IT RESOLVED that the City of Whittier supports the following:

1. That a feasibility study be undertaken by an appropriate health provider or health planning agency of the State of Alaska to determine the extent of primary care health needs in Whittier and to investigate ways and means of funding such needs.

2. The placement of a physician extender in Whittier for purposes of providing primary health care.

3. And the establishment of a clinical health care facility in Whittier.

SO RESOLVED this 21st day of January 1982.

Carol Taylor
Mayor

ATTEST:

Sharon M. C.
City Clerk

BUILDERS & CONTRACTORS SERVICE

2124 Hillcrest Place
Anchorage, Alaska 99503
(907) 276-1618

Contractor Claims
Construction Management
Appraisal Estimates

Quantity Surveys
Estimates
Bid Preparation

March 9, 1983

Olympic Inc.
171 Muldoon Road
Anchorage, Alaska

ATTENTION: Mr. Pete Zamarello

REFERENCE: Buckner Building - Whittier, AK

SUBJECT: Preliminary Project Review - Cost Estimate

Gentlemen:

At your request, per the commission given us, we have made a complete review, on a preliminary basis, of the above reference structure.

Our commission, as we understand it, is to provide you with cost figures in two parts, as follow:

1. Remodeling and conversion of the existing building, to be used as a correctional facility.
2. A remodeling of the existing facility, including new ventilation and heating systems and electrical systems. In addition, new elevators, new roofing, new flooring, new ceiling systems and a number of new partitions. Additionally,, per your instructions, we have included costs for restoration of the building exterior, as well as, additions for a six lane bowling alley and bakery, a sixteen bed hospital and a new dining area/kitchen facility.

Our review anticipates that any and all work which would be done would meet existing state and local codes.

The figures we have arrived at, are based upon the preliminary sketches, pictures and numerous meetings with your company.

Due to the fact that we did not have definitive, exact drawings from which to work, our price must be considered preliminary and in this regard, we are providing you a cost range for each item. Our estimates are as follows:

1. For remodel and conversion to a correctional facility, our cost estimate range is \$23,725,000 to \$25,100,000.
2. For remodeling and additions as noted above, our cost estimate range is \$18,650,000 to \$19,800,000.

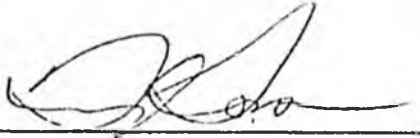
If we can be of further assistance or should you wish a more exact cost estimate after development of drawings, we would be pleased to provide them for you.

Attached is our billing, which we forward with this report, for payment.

Thank you for using our services.

Very truly yours,

BUILDERS AND CONTRACTORS SERVICE



Terry Gorsuch

TG:jw

Enc.



ENGINEERS

CONTRACTORS

J.B. WARRACK
COMPANY, INC.

24 February 1983

Olympic Inc.
171 Muldoon Road
Anchorage, AK

Attention: Mr. Zamarello

Reference: 276,000 S.F. Buckner Building in Whittier, AK.
February 10, 1983 review

Dear Sir:

In response to your request for an estimate regarding the above referenced building, we offer the following.

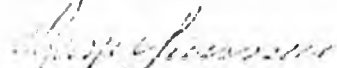
To meet all existing state and local codes, remodeling should include: new partitions, ceiling system, floors, new heating and ventilation systems, electrical system, new elevators and a new roof. Also in this survey is a new commercial dining room and kitchen, a sixteen bed hospital, six lane bowling alley, a complete bakery and complete restoration of the exterior. It is our opinion that the above can be accomplished for a cost of approximately \$13,800,000.00.

To convert the building to a correctional facility the above stated amount will have to be increased by a minimum of 25%.

If you need additional information or if you are interested in a design proposal, please do not hesitate to call us.

We thank you for this opportunity to submit this proposal and are looking forward to working with you on this project.

Very sincerely yours,


Georg Janssen
President

ANCHORAGE, ALASKA

1530 Post Road • P.O. Box 2080 Federal Station 99501 • Telephone 277-1547 telux 25-129
ESTABLISHED 1917



INTERSTATE COMPANY, INC.
GENERAL CONTRACTORS

P.O. BOX 4-1438, ANCHORAGE, ALASKA 99509
TELEPHONE: 276-2212
TELEX: (090) 26-531

March 9, 1983

Olympic, Inc.
171 Muldoon Rd.
Anchorage, AK 99504

Attn: Mr. Zamarillo

Re: Restoration of the Buckner Bldg. Whittier, AK

Gentlemen:

This letter is in reference to your request to review the plans as well as the above named facility located in Whittier Alaska.

According to our conversation, it may be your intent to completely refurbish the 274,000 S.F. Buckner Building and to change this building into a correctional facility. In order to do so, it appears that an entire new heating and ventilating plant plus electrical system will be necessary. Our cost review includes a sixteen bed hospital, six lane bowling alley, and complete commercial food preparation and dining facility.

The exterior needs total restoration with new windows and a new roof system. Also, in this review we have included exterior security fencing and security at all exterior openings and windows.

This is a brief overview as to the possible requirements to change the Buckner Building into a correctional facility.

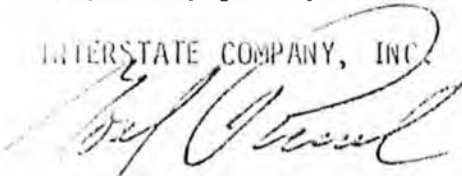
Our best estimate would indicate that the complete change can be accomplished for approximately \$18,700,000.00.

We thank you for this opportunity to work with you on this project.

If you have any additional questions please feel free to contact us.

Very truly yours,

INTERSTATE COMPANY, INC.


Robert Ressel
Secretary/Treasurer

JR/ap



INTERSTATE COMPANY, INC.
GENERAL CONTRACTORS

P.O. BOX 4-1438, ANCHORAGE, ALASKA 99509
TELEPHONE: 276-2212
TELEX: (090) 26-531

March 9, 1983

Olympic, Inc.
171 Muldoon Rd.
Anchorage, AK 99504

Attn: Mr. Zamarillo

Re: Restoration of the Buckner Bldg. Whittier, AK

Gentlemen:

This letter is in reference to your request to review the plans as well as the above named facility located in Whittier Alaska.

According to our conversation, it may be your intent to completely refurbish the 274,000 S.F. Buckner Building and to change this building into a correctional facility. In order to do so, it appears that an entire new heating and ventilating plant plus electrical system will be necessary. Our cost review includes a sixteen bed hospital, six lane bowling alley, and complete commercial food preparation and dining facility.

The exterior needs total restoration with new windows and a new roof system. Also, in this review we have included exterior security fencing and security at all exterior openings and windows.

This is a brief overview as to the possible requirements to change the Buckner Building into a correctional facility.

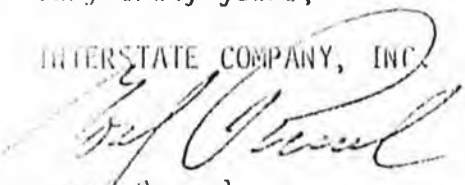
Our best estimate would indicate that the complete change can be accomplished for approximately \$18,700,000.00.

We thank you for this opportunity to work with you on this project.

If you have any additional questions please feel free to contact us.

Very truly yours,

INTERSTATE COMPANY, INC.


Walter Ressel
Secretary/Treasurer

CR/ap

Bellefatto

2/30

Whittier City Manager 472-2337
↳ MARY BROWN - ADAMANT !!!

INTERIOR DEMOLISHED

OPPOSED

IN CENTER of TOWN

ACCESS - 2 TRAINS/DAY 3 DAYS/WEEK
FLIGHT OUT 85%

City bought all in GSA SALE

City TAXES ~~\$~~ 250,000



INTERSTATE COMPANY, INC.
GENERAL CONTRACTORS

P.O. BOX 4-1438, ANCHORAGE, ALASKA 99509
TELEPHONE: 276-2212
TELEX: (090) 26-531

March 9, 1983

Olympic, Inc.
171 Muldoon Rd.
Anchorage, AK 99504

Attn: Mr. Zamarillo

Re: Restoration of the Buckner Bldg. Wittier, AK

Gentlemen:

This letter is in reference to your request to review the plans as well as the above named facility located in Whittier Alaska.

According to our conversation, it may be your intent to completely refurbish the 274,000 S.F. Buckner Building and to change this building into a correctional facility. In order to do so, it appears that an entire new heating and ventilating plant plus electrical system will be necessary. Our cost review includes a sixteen bed hospital, six lane bowling alley, and complete commercial food preparation and dining facility.

The exterior needs total restoration with new windows and a new roof system. Also, in this review we have included exterior security fencing and security at all exterior openings and windows.

This is a brief overview as to the possible requirements to change the Buckner Building into a correctional facility.

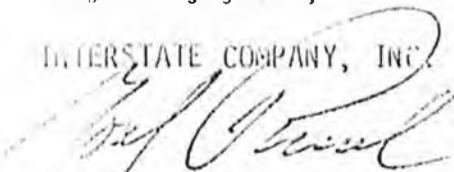
Our best estimate would indicate that the complete change can be accomplished for approximately \$18,700,000.00.

We thank you for this opportunity to work with you on this project.

If you have any additional questions please feel free to contact us.

Very truly yours,

INTERSTATE COMPANY, INC.


Peter Ressel
Secretary/Treasurer

JR/ap



ENGINEERS

CONTRACTORS

J.B. WARRACK

COMPANY

APR 5 1983

Put in my SS HB 88 file
HESS?
4-4-83

31 March 83

Representatives Bob Bettisworth and Mae Tischer
State Capital Building
Pouch V
Juneau, Alaska 99811

Reference: Housebill 88
Buchner Building, Whittier Alaska

Dear Representatives,

My name is George Janssen and I am the President and Owner of the J.B. Warrack Company, Inc. We are a locally owned and operated construction company with a long record of completed projects within the State of Alaska as well as in the Anchorage Area. A list of projects performed by the Firm is hereby attached.

The purpose of this letter is to urge that a yes vote be given to Housebill 88, whereby the Buchner Building located in Whittier Alaska be rehabilitated and be rebuilt into a correctional facility. We were asked by Mr. Pete Zamarello (present owner) of this property to review and evaluate the cost to rebuild this facility. After careful review we feel that the building can be rebuilt into a correctional facility for a cost of approximately \$18-\$20 million dollars.

I feel that utilization of this facility can and will save the State and the tax payer at least \$20-\$25 million dollars.

We thank you for this opportunity to have our comments presented.

Sincerely,

George Janssen
President, J.B. Warrack Company, Inc.

GJ/tb

attachment



ANCHORAGE, ALASKA

1530 Post Road • P.O. Box 2080 Federal Station 99501 • Telephone 277-1547 telex 25-129
ESTABLISHED 1917

EXPERIENCE

J.B. Warrack Company has been in the General Contracting business constructing buildings continuously throughout the State of Alaska since 1917. We have extensive building experience in all types of buildings: schools, heavy industrial railroad shops, commercial shopping centers, government and institutional building, high rise hotel and apartment buildings and hospitals. We live with the varied logistical and weather restraints encountered throughout this state on a day to day basis. We have bid and successfully completed two small projects on the North Slope.

Our technical staff is well qualified to handle any type of construction as can be perceived by a review of our listing or projects we have already completed.

Our administrative personnel have extensive experience processing the normal construction records, payroll, subcontracts, purchasing, change orders as well as scheduling reports and graphs for progress updates.

In summary, our record of continuous successful operation of our building construction company pre-eminently qualifies J.B. Warrack Company, Inc., to bid and construct any project in the future.

PROJECTS 1982

<u>PROJECT NAME</u>	<u>CONTRACT AMOUNT</u>	
City of Anchorage Convention Center	\$17,950,000.	30%
City of Palmer Swimming Pool	\$ 3,100,000.	55%
City of Anchorage Phase 6 Convention Center	\$ 1,000,000.	Complete
Mulcahy Park Turf	\$ 1,083,700.	Complete
Anchorage School District Handicap Remodel	\$ 1,046,000.	Complete
Lake & Peninsula School District	\$ 2,600,000.	Complete

PROJECTS 1981

<u>PROJECT NAME</u>	<u>CONTRACT AMOUNT</u>
Alyeska Valdez Terminal Buildings	\$10,030,600.
Ninilchik School Addition	\$ 1,700,000.
Sohio Pre-Fab Maintenance Buildings	\$ 1,107,193.
Kodiak Housing (A Joint Venture)	\$ 3,800,000.
Tower Club	\$ 500,000.
Pioneer Home Addition	\$ 1,417,000.

PROJECTS 1980

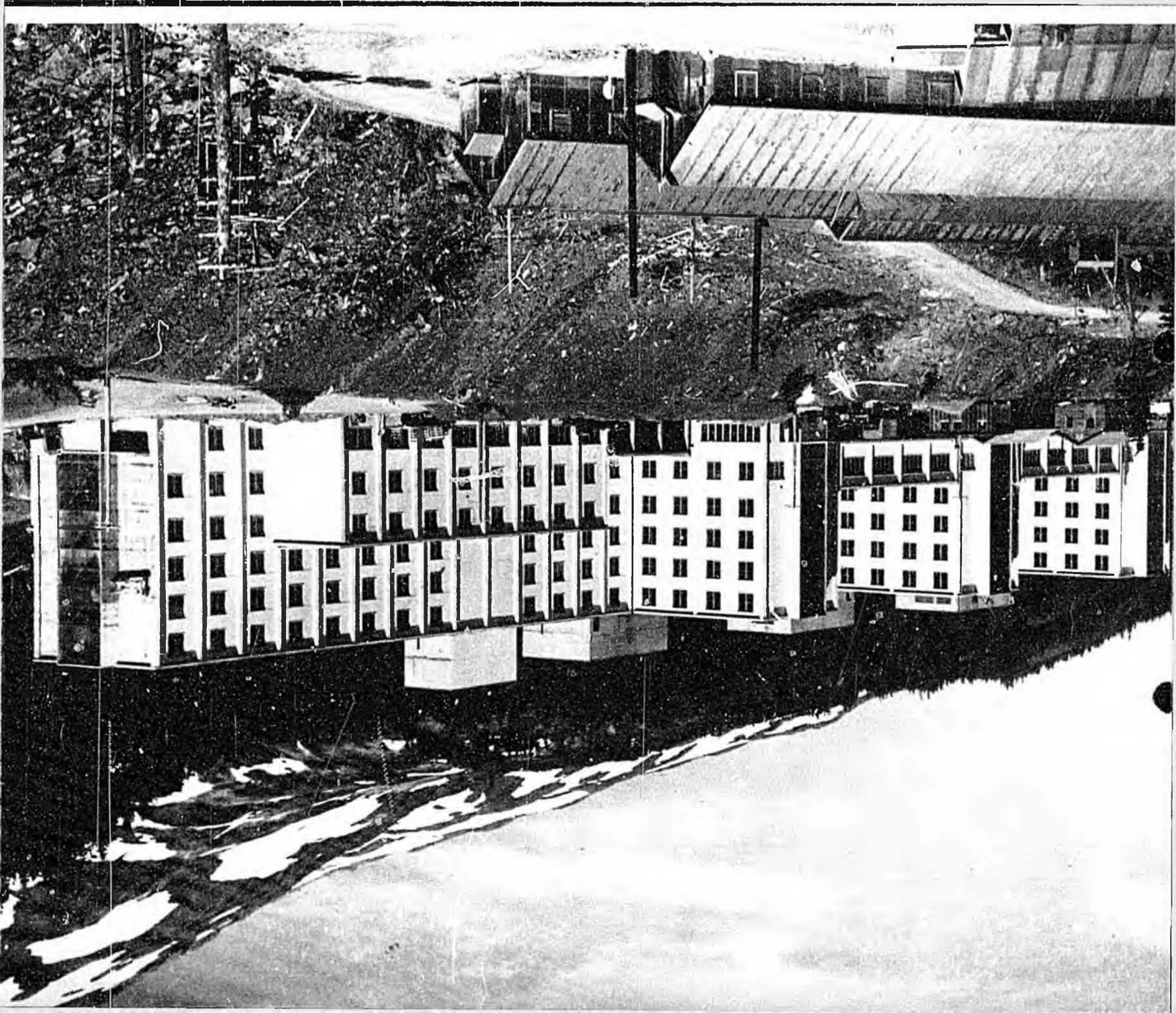
<u>PROJECTS NAME</u>	<u>CONTRACT AMOUNT</u>
Wasilla Junior High School	\$6,100,000.
Wasilla Senior High School	\$6,735,160.
Seward Skill Center	\$1,370,000.
Law Buildings	\$ 213,300.
Electric Sub-Station	\$ 130,000.
Federal Building, Interior Finish	\$ 494,700.
8th Avenue Remodel	\$ 270,000.
City Hall Remodel	\$ 475,810.
Valdez Boardwalk	\$ 184,900.

PROJECTS 1979

Beluga Power Plant	\$ 649,200.
Old Harbor School	\$ 982,000.
Fort Lions School	\$1,112,380.
Galena School	\$ 773,960.
Valdez Municipal Buildings	\$5,623,000.







PATRICK M. RODEY
3271 MONTCLAIRE CT.
ANCHORAGE, AK 99503

DURING SESSION:
POUCH V
JUNEAU, AK 99811
(907) 465-3717

ALASKA STATE SENATE

February 11, 1983

TO : Representative Bob Bettisworth
FROM: Senator Patrick Rodey *Pat*
RE : Whittier as proposed prison site

Just a note to let you know I am interested in this proposal and would appreciate you keeping me posted on any developments or information you have on it.

Thanks for your cooperation.



Olympic, inc.

171 MULDOON ROAD, SUITE 114
ANCHORAGE, ALASKA 99504
PHONE: (907) 337-1546

PATRICIA A. ZAMARELLO
President

PETER G. ZAMARELLO
General Manager

The Honorable Robert H Bettisworth
Alaska State Representative
Pouch V, Mail Stop 3100
Juneau, Alaska 99811

DECEMBER
3-14-83
WOB

March 10, 1983

Dear Representative Bettisworth,

DET - X3900

In response to Mr. John C. Bates, Deputy Commissioner's letter dated March 2, 1983. Please find enclosed a proposal from J.B. Warrack Company, Inc., and Interstate Company, Inc., which are two of the largest and most respectable contracting companies in Alaska. They each have completed several large projects a year in Alaska. The prices they gave us will be negotiated down some what, with the Interstate Company being the highest, but still only \$18,700,000.00.

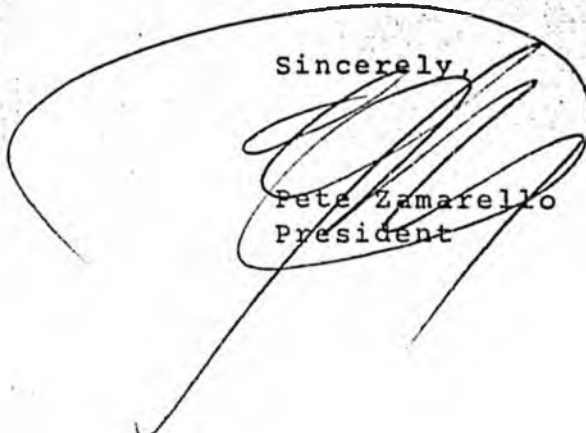
Olympic, Inc. has completed several re-modeling projects, and we have, ourselves, excellent experience in estimating a job. In order to bring the building to code compliances, we will need to upgrade the electrical, install sprinklers throughout the whole building, corridors, etc., install handicap accessories to the elevators and restrooms. When we finish the building will pass any inspection and meet any standards. The structure is in excellent condition, and our estimate includes all the costs as in paragraph 1 of Mr. Bates letter.

In answer to paragraph 2, the building is served with public water and sewerage, the electric is through Chugach Electric. In addition in our estimate, we include the cost of an emergency generator to take care of the whole building in case of a power failure, and a smaller one in the remote possibility the first should fail.

Page 2:

Regarding the number of bedspaces referred to in paragraph 3. The building will be able to hold a minimum of 1,000 beds, plus dining rooms, a 16 bed Hospital, Dental facilities, Theater, etc. (The Army used this building to house 2,500 people with all the facilities).

Sincerely,



Pete Zamarelli
President

PZ/sh

enclosure



ENGINEERS

CONTRACTORS

J.B. WARRACK
C O M P A N Y , I N C .

24 February 1983

Olympic Inc.
171 Muldoon Road
Anchorage, AK

Attention: Mr. Zamarello

Reference: 276,000 S.F. Buckner Building in Whittier, AK.
February 10, 1983 review

Dear Sir:

In response to your request for an estimate regarding the above referenced building, we offer the following.

To meet all existing state and local codes, remodeling should include: new partitions, ceiling system, floors, new heating and ventilation systems, electrical system, new elevators and a new roof. Also in this survey is a new commercial dining room and kitchen, a sixteen bed hospital, six lane bowling alley, a complete bakery and complete restoration of the exterior. It is our opinion that the above can be accomplished for a cost of approximately \$13,800,000.00.

To convert the building to a correctional facility the above stated amount will have to be increased by a minimum of 25%.

If you need additional information or if you are interested in a design proposal, please do not hesitate to call us.

We thank you for this opportunity to submit this proposal and are looking forward to working with you on this project.

Very sincerely yours,

Georg Janssen
President

ANCHORAGE, ALASKA

1530 Post Road • P.O. Box 2080 Federal Station 99501 • Telephone 277-1547 telex 25-129
ESTABLISHED 1917



INTERSTATE COMPANY, INC.
GENERAL CONTRACTORS

P.O. BOX 4-1438, ANCHORAGE, ALASKA 99508
TELEPHONE: 276-2212
TELEX: (090) 26-531

March 9, 1983

Olympic, Inc.
171 Muldoon Rd.
Anchorage, AK 99504

Attn: Mr. Zamarillo

Re: Restoration of the Buckner Bldg. Whittier, AK

Gentlemen:

This letter is in reference to your request to review the plans as well as the above named facility located in Whittier Alaska.

According to our conversation, it may be your intent to completely refurbish the 274,000 S.F. Buckner Building and to change this building into a correctional facility. In order to do so, it appears that an entire new heating and ventilating plant plus electrical system will be necessary. Our cost review includes a sixteen bed hospital, six lane bowling alley, and complete commercial food preparation and dining facility.

The exterior needs total restoration with new windows and a new roof system. Also, in this review we have included exterior security fencing and security at all exterior openings and windows.

This is a brief overview as to the possible requirements to change the Buckner Building into a correctional facility.

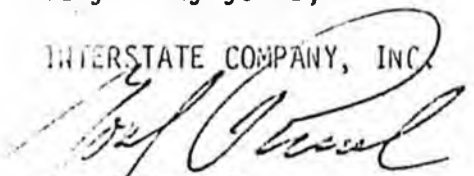
Our best estimate would indicate that the complete change can be accomplished for approximately \$18,700,000.00.

We thank you for this opportunity to work with you on this project.

If you have any additional questions please feel free to contact us.

Very truly yours,

INTERSTATE COMPANY, INC.


Rosey Ressel
Secretary/Treasurer

JR/ap

BUILDERS & CONTRACTORS SERVICE

2124 Hillcrest Place
Anchorage, Alaska 99503
(907) 276-4618

Contractor Claims
Construction Management
Appraisal Estimates

Quantity Surveys
Estimates
Bid Preparation

March 9, 1983

Olympic Inc.
171 Muldoon Road
Anchorage, Alaska

ATTENTION: Mr. Pete Zamarello

REFERENCE: Buckner Building - Whittier, AK

SUBJECT: Preliminary Project Review - Cost Estimate

Gentlemen:

At your request, per the commission given us, we have made a complete review, on a preliminary basis, of the above reference structure.

Our commission, as we understand it, is to provide you with cost figures in two parts, as follow:

1. Remodeling and conversion of the existing building, to be used as a correctional facility.
2. A remodeling of the existing facility, including new ventilation and heating systems and electrical systems. In addition, new elevators, new roofing, new flooring, new ceiling systems and a number of new partitions. Additionally,, per your instructions, we have included costs for restoration of the building exterior, as well as, additions for a six lane bowling alley and bakery, a sixteen bed hospital and a new dining area/kitchen facility.

Our review anticipates that any and all work which would be done would meet existing state and local codes.

The figures we have arrived at, are based upon the preliminary sketches, pictures and numerous meetings with your company.

Due to the fact that we did not have definitive, exact drawings from which to work, our price must be considered preliminary and in this regard, we are providing you a cost range for each item. Our estimates are as follows:

1. For remodel and conversion to a correctional facility, our cost estimate range is \$23,725,000 to \$25,100,000.
2. For remodeling and additions as noted above, our cost estimate range is \$18,650,000 to \$19,800,000.

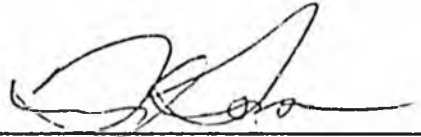
If we can be of further assistance or should you wish a more exact cost estimate after development of drawings, we would be pleased to provide them for you.

Attached is our billing, which we forward with this report, for payment.

Thank you for using our services.

Very truly yours,

BUILDERS AND CONTRACTORS SERVICE



Terry Gorsuch

TG:jw

Enc.



REPRESENTATIVE

ROBERT H. "BOB" BETTISWORTH

March 10, 1983

POUCH V
JUNEAU, ALASKA 99811

P.O. BOX 80288
COLLEGE, ALASKA 99708

M E M O R A N D U M

To: Mr. Roger Endell, Director, Division of Adult Corrections

From: Representative Robert Bettisworth

Subject: Estimate and survey of costs for renovation of the Buckner Building.

The following estimate and survey of costs involved in renovation of the Buckner Building in Whittier, Alaska is provided for your information. I look forward to continued discussions as to options for housing our incarcerated population.

A handwritten signature in cursive script that reads "Robert H. Bettisworth".

attachments:

RHB/rob



Olympic, inc.

171 MULDOON ROAD, SUITE 114
ANCHORAGE, ALASKA 99504
PHONE: (907) 337-1546

PATRICIA A. ZAMARELLO
President

PETER G. ZAMARELLO
General Manager

February 23, 1983



The Honorable Robert Bettisworth
Alaska State Legislature
Pouch V (MS 3100)
Juneau, Alaska 99811

Dear Mr. Bettisworth:

Enclosed is an estimate and survey listing the total cost of remodeling the Buckner Building in Whittier, Alaska. You can see for yourself that the Department of Transportation does not spend its money in the most cost effective manner.

Sincerely,

Pete (E.C.S.)

PETE ZAMARELLO

PZ/ecs

Encl.

cc



ENGINEERS

CONTRACTORS

J.B. WARRACK

COMPANY, INC.

24 February 1983

Olympic Inc.
171 Muldoon Road
Anchorage, AK

Attention: Mr. Zamarello

Reference: 276,000 S.F. Buckner Building in Whittier, AK.
February 10, 1983 review

Dear Sir:

In response to your request for an estimate regarding the above referenced building, we offer the following.

To meet all existing state and local codes, remodeling should include: new partitions, ceiling system, floors, new heating and ventilation systems, electrical system, new elevators and a new roof. Also in this survey is a new commercial dining room and kitchen, a sixteen bed hospital, six lane bowling alley, a complete bakery and complete restoration of the exterior. It is our opinion that the above can be accomplished for a cost of approximately \$13,800,000.00.

To convert the building to a correctional facility the above stated amount will have to be increased by a minimum of 25%.

If you need additional information or if you are interested in a design proposal, please do not hesitate to call us.

We thank you for this opportunity to submit this proposal and are looking forward to working with you on this project.

Very sincerely yours,

Georg Janssen
President



ANCHORAGE, ALASKA

1530 Post Road • P.O. Box 2080 Federal Station 99501 • Telephone 277-1547 telex 25-129
ESTABLISHED 1917

March 28, 1983
Mae, Milo:

Since we're hearing from a contractor and owner of the Buchner Building, I have attached a position paper from last year's DHSS on the building. This was provided to me as backup by the sponsor of SSHB 88, Rep. Bettisorth. However, there isn't much to back up the bill. The position paper lists several major problems with the facility and the location and strongly opposes the purchase or use of the building for a prison.

There is a memo from the City Manager of Whittier, George Weiss, that suggests that the owners of the Buchner facility bought it for \$200,000. SSHB 88 appropriates 27 million dollars, but there is no breakdown as to how much is for the facility and how much is for the improvements.

It seems to me that the approach to the correctional facility is just backwards. Instead of talking to the property owner and a contractor who may have a significant financial interest in the project, shouldn't the Division of Corrections first identify a site, develop a plan, call for bids and award bids based on the best price? How can a contractor or land owner propose to build a facility for any amount without looking at the plans and without knowing what will be expected? Don't forget too, that the statutes require bidding and award to the lowest bid.

I'll have more on this for the hearing next Tuesday. State offices are all closed today.

Dave