

ALASKA LEGISLATURE COMMITTEE FILES 1983-1984 86 / 2

2343 SHESS SB 210 - SB 247 2343

(6) shall be secured as to repayment by a mortgage or other security instrument in the manner the authority determines is feasible to assure timely repayment under a loan agreement entered into with the borrower;

(7) may not be made unless

(A) at least 10 percent of the principal amount of the loan is retained by the originator of the loan; or

(B) 100 percent of the principal amount of the loan is guaranteed by the United States or an agency or instrumentality of the United States;

(8) must be

(A) at least partially guaranteed by the United States or an agency or instrumentality of the United States, subject to the provisions of AS 44.88.158; or

(B) financed from the proceeds of bonds; or

(C) expected by the authority to be financed from the proceeds of bonds.

SECTION 14 AS 44.88.160 does not apply to student loans:

Sec. 44.88.160. Findings of the authority. Before entering into a lease or other agreement as provided in AS 44.88.090(e) regarding a project for which bonds are agreed to be issued by the authority in an amount in excess of \$6,000,000, or before approving insurance or a commitment to insure a loan as provided in AS 44.88.157(b) with a principal amount in excess of \$6,000,000, there must have been filed with the authority a certified copy of a resolution of the governing body of the political subdivision of the state, if any, in which the project is to be located, consenting to the location (which consent need only refer to the general nature of the project ultimately to be acquired as set out in a request of the proposed project applicant). Before entering into a lease or other agreement as provided in AS 44.88.090(e) regarding a project, the authority must find, on the basis of all information reasonably available to it, that

(1) the project and its development under this chapter will be economically advantageous to the state and the general public welfare and will contribute to the economic growth of the state;

(2) the project applicant is financially responsible;

(3) provision to meet increased demand upon public facilities that might result from the project is reasonably assured;

(4) the project will provide or retain employment reasonably related to the amount of the financing by the authority considering the amount of investment per employee for comparable facilities and other relevant factors; and

(5) the scope of the project is sufficient to provide a reasonable expectation of a benefit to the economy of the state. (§ 1 ch 64 SLA 1967; am § 66 ch 106 SLA 1980)

SECTION 15 AS 44.88.165 does not apply to student loans:

Sec. 44.88.165. Delinquent loans. If more than two percent of the total outstanding balance of loans purchased from a financial institution under this chapter becomes delinquent for 90 days or more, the authority shall discontinue purchasing loans from that financial institution for which it has not already made a purchase commitment and may not make new commitments to purchase loans from that financial institution until the delinquency is reduced to less than two percent. (§ 42 ch 115 SLA 1981; am § 55 ch 113 SLA 1982)

SECTION 16 Definitions

SECTION 17 Effective Date.

STATE OF ALASKA  
FISCAL NOTE

Revision Date \_\_\_\_\_, 1983

I. REQUEST

Bill/Resolution No.: SB 210  
 Title: Student Loan Financing  
 Sponsor: Governor  
 Requestor: \_\_\_\_\_

II. FISCAL DETAIL

Agency Affected: Commerce & Econ. Devp.  
 Program Category Affected: Development  
 BRU, Program of Subprogram(s) Affected: Alaska Industrial Development Authority

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	0	0	0
CAPITAL		1,000	0	0	0	0
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)		1,000	0	0	0	0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

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

Program receipts from the Authority.

IV. ANALYSIS: Attach a separate page for any Analysis

Prepared By: B. L. Wagnon Phone: 274-1651  
 Division: Alaska Industrial Development Authority Date: \_\_\_\_\_  
 Approved by Commissioner: Richard A. Lyon Date: 5/2/83  
 Department: Commerce & Economic Development

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

5/2/83

SB 210

Joe, Rick,

Kerry Romesburg - Post-Sec Comm.

- to provide a market for Fed. guaranteed student loan program.

- since loan prog. units are the same (6,000 - 7,000) there is less urgency to pass SB 210.

- Fed. loan has need requirement.

- max loan <sup>(ungrad)</sup> 2500/5000 (grad) to a max of 12,000

- designate F.B.C. as guarantor

- would be stand by legislation.

- other approach besides bonding

Student Loan Marketing Assoc. will process loans through Post Sec - advance money for line of credit.





STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

March 25, 1983

The Honorable Jalmar Kerttula  
President of the Senate  
Alaska State Legislature  
Pouch V  
Juneau, Alaska 99811

Dear Mr. President:

Under the authority of art. III, sec. 18, of the Alaska Constitution, I am transmitting two bills relating to financial assistance for postsecondary students.

The first bill reduces the residency requirement for eligibility for a student loan from two years to one year, increases the interest rate to nine percent from the current rate of five percent, eliminates the loan forgiveness provisions in AS 14.43.125(j) and (o) and the point-system provisions in AS 14.43.130, and sets an application deadline of January 1 of the school year for which the loan is to be used.

The second bill authorizes the Alaska Industrial Development Authority (AS 44.88) to issue bonds to finance the purchase of student loans which are insured and eligible to receive interest subsidies and special allowance payments under the Higher Education Act of 1965 (P.L. 89-327), as amended. Private financial institutions will issue the loans in accordance with federal loan restrictions, and will in turn sell the loans to the authority. Since private financial institutions will not participate without an established secondary market for the loans, the bill is essential to promote greater state participation in the federal guaranteed student loan program. That federal program will then become a significant supplement to the state scholarship loan program under AS 14.43.090 -- 14.43.160.

These two bills increase the efficiency and fiscal economy of state financial assistance to Alaska undergraduate and graduate students. I therefore urge prompt favorable consideration of and action on these bills.

Sincerely,

A handwritten signature in cursive script, appearing to read "Bill Sheffield".

Bill Sheffield  
Governor

STATE OF ALASKA  
FISCAL NOTE

Revision Date \_\_\_\_\_, 1983

I. REQUEST

Bill/Resolution No.: \_\_\_\_\_  
 Title: "An Act relating to guaranteed student loan financing"  
 Sponsor: Governor \_\_\_\_\_  
 Requestor: Comm. on Postsecondary Ed.

II. FISCAL DETAIL

Agency Affected: Comm. on Postsecondary Ed.  
 Program Category Affected: Education  
 BRU, Program of Subprogram(s) Affected: Student Loans

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-	-0-	-0-	-0-	
CAPITAL	-0-	-0-	-0-	-0-	-0-	
REVENUE	-0-	-0-	-0-	-0-	-0-	

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

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

IV. ANALYSIS: Attach a separate page for any Analysis

Prepared By: Kerry Romesburg Phone: 465-2854  
 Division: Commission on Postsecondary Education Date: 3/24/83  
 Approved by Commissioner: \_\_\_\_\_ Date: \_\_\_\_\_  
 Department: \_\_\_\_\_

Distribution:

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3/8/83

Assumptions:

- a. The cost of a bond sale is approximately 3.5% per \$1 million in bonds. This would be a cost of the program, but would be initially covered by existing A.I.D.A. resources and then recovered over the life of the loan.
- b. An additional cost arises from contracting for collection of loans, but again this would be recovered from actual collections.
- c. Net cost could be zero, and, in fact, a positive cash flow should result.

S

B

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POSITION PAPER

Senate Bill No. 224

"An Act relating to the establishment of prison facilities."

Senate Bill No. 224 modifies AS 33.30.020 by making that section subject to the provisions of AS 33.30.025 which is entitled Location of Facilities. AS 33.30.025 requires that after July 1, 1983, the Commissioner shall locate all newly constructed maximum security prison facilities within the vicinity of Sutton.

The Department of Health and Social Services and the Division of Adult Corrections totally opposes the concept of predetermined building sites for prison facilities. It is imperative that such decisions be made by professional correctional practitioners and based on sound criminal justice criteria for site location to ensure that the prison facilities meet standards for programming, security, and safety.

Recommended by:

*Roger C. Endell*  
for Roger V. Endell, Director  
Division of Adult Corrections

Date:

April 1, 1983

Approved by:

*Robert London Smith*  
Robert London Smith, Ph.D.  
Commissioner

Date:

4/7/83

I. REQUEST

Bill/Resolution No.: Senate Bill No. 224  
 Title: "An Act relating to estab. of prison fac."  
 Sponsor: Reps. Larson & Lacher  
 Requestor: House HESS

ii. FISCAL DETAIL

Agency Affected: Health & Social Servs.  
 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-	-0-	-0-	-0-	-0-
CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
REVENUE	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING: (Thousands of Dollars)

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

POSITIONS:

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

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

Not applicable.

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 1, 1983  
 Approved by Commissioner: Robert London Smith *Robert London Smith* Date: 4/17/83  
 Department: Health & Social Services

Distribution:

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- 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)

IV. ANALYSIS

No specific additional costs can be identified related to the requirement to locate all newly constructed maximum security prison facilities within the vicinity of Sutton.

## SB 224: Background

Senate Bill 224, introduced by Senator Kerttula would direct the Director of Corrections to locate all future maximum security penal facilities in the Matanuska-Susitna Borough, specifically at the site of the Palmer Correctional Center.

The reasons for locating the prison in Sutton at the correctional center are many. The center already maintains minimum and medium security programs at the location. Already, the correctional center has established a centralized support system for the two levels of security at the site. By maintaining such a support function, the center is able to keep costs down by providing food service, laundry, sanitation, recreation, exercise and other needs from the same location. The inmates from the different security classifications are kept separate at these jointly shared facilities are some of the most important.

Of the many requirements of a maximum security facility access to hospital facilities, the court system, attorneys, and families. Of these needs, a hospital and a superior court judge are located in Palmer, 6 miles from the Correctional Facility. Most of the incarcerated persons that would be housed in the facility come from the Anchorage area. Likewise their attorneys and families reside in Anchorage, 50 miles from the Sutton location.

Attachment: Benefit / Cost Analysis of Alternative Site Selections for the State of Alaska Maximum Security Prison

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BENEFIT / COST ANALYSIS OF ALTERNATIVE  
SITE SELECTIONS OF THE STATE OF ALASKA  
MAXIMUM SECURITY PRISON

BENEFIT / COST ANALYSIS OF ALTERNATIVE  
SITE SELECTIONS OF THE STATE OF ALASKA  
MAXIMUM SECURITY PRISON

Prepared for:

The Matanuska-Susitna Borough

Prepared by:

Policy Analysts, Ltd.

Applied Research Associates, Inc.

EXECUTIVE SUMMARY

Consideration for locating a long-term correctional facility should include three major categories at the very least. First is the economics from the State agency's point of view (operating efficiency). Second is the impact of the facility (short and long term) on the local community, in terms of employment, housing, support services demanded, and risk. Third is the impact of location on the prisoner population and their needs for visitation by family, attorneys, and parole boards.

Location of the facility in question in the Mat-Su Borough is seen as providing optimum siting for any facility which is not placed in Anchorage itself. In comparison with other locations under consideration: its proximity to Anchorage (the location where 44% of the convicted felons we currently send to the Lower 48 were arrested) is ideal - about 50 miles; it has suitable land available, in several locations; its state payrates and construction/facility maintenance costs are lower than the Seward/Whittier/Valdez alternatives; it has a labor force available for construction/operation with high unemployment; there is unoccupied housing available; and there would be no further costly delays to construction (estimated at up to a year for a possible increase in cost of \$4-5 million) due to planning for a new site. Over a 20-year period, costs in the Seward area would amount to more than \$21,500,000 higher than in Palmer, while a similar forecast for Valdez is more than \$50,000,000 higher than Palmer.

Community support for a Prison in the Matanuska-Susitna Borough is widespread and concerns over housing and social impacts can be easily addressed and mitigated.

## INTRODUCTION

This report presents a brief explanation of a decision to site the South Central Regional Long Term Facility in the Matanuska-Susitna Borough. (The facility will henceforth be referred to as the Prison). Sources for the information include the Alaska Department of Transportation and Public Facilities, the Alaska Department of Health and Social Services, the Mat-Su Borough Comprehensive Plan (Draft), the site-evaluation done by TRA/Farr et al in September, 1982, and the Alaska Court System 1982 Annual Report.

The three major areas of concern when locating a Prison are:

- 1) the economics/logistics/regulatory compliance from the operating agency's point of view;
- 2) the impact on the community which is proximate to the Prison;  
and
- 3) the impact on the prisoner population of the location, i.e. expense and difficulty of visits by relatives and attorneys and visits to parole boards and courts.

Each of these areas will be discussed in detail in the following report.

## AGENCY CONSIDERATIONS

The agency in question is the Alaska Department of Health and Social Services, Division of Corrections. It is responsible for the confinement of felons and others at the direction of the Court System. The facility in question would house convicted felons with relatively long sentences who are currently confined in the Lower 48 via the Federal Bureau of Prisons. There are currently around 200 of these prisoners, and the number is constantly increasing. The State has agreed to provide confinement facilities for its prisoners by 1987, hence the need for a maximum security prison in Alaska. A 1981 Facilities Profile projected 1982 sentenced felons to be 720 rising to 1176 by 1986. Current trends suggest that these figures are well below actual figures and thus conservative.

General requirements for the facility are determined by criteria of the American Correctional Association Standard 4147 and include location within 50 miles of a population centered over 10,000 with access to hospital, courts, and public transportation. This standard is not to be taken lightly. Service support both from the judicial system and logistical support systems rise in cost the further a facility is located from a population center. Examples include care for serious medical problems, psychiatric service support, support from the legal community, goods and services support for operation and maintenance, educational support services, etc. Siting criteria, developed by the Criminal Justice Planning Agency include: the size of the site should be 75-100 acres with 55 acres developable for the facility and a buffer space (developable means less than a 20% slope with drained soils, not on a flood plain, and suitable for sewage disposal and construction; and state ownership of the land. The Sutton site originally chosen for the Prison has 640 acres with more than enough developable land; access to the Glenn Highway is acceptable for the Prison's purposes; it is State owned and roughly 50 miles from Anchorage with local health care, services, and public transportation.

The economics of the Prison analysis includes construction, maintenance, and operation. In comparison with other sites, both construction and operation costs are significantly lower: construction in Seward would be

approximately 10% higher with maintenance estimated to be 5% higher, while payroll costs would be about 4% higher (State employees get a two-step increase to work in Seward). This would amount to \$4-5 million in construction, about \$100,000 in annual maintenance, and approximately \$225,000 in salaries. Construction in Valdez would be 20% higher with maintenance 6% lower (though on a higher base cost), while payroll costs would be 16% higher (State employees get a five-step increase to work in Valdez). This would amount to \$7-8 million in construction, roughly \$500,000 in annual maintenance, and an estimated \$900,000 in salaries. In other words, start-up costs are \$4-8 million higher and yearly costs are \$325,000 - \$1,400,000 higher in other locations. In addition, there would be delays in project commencement if current site studies had to be abandoned; unofficial State estimates put this delay at up to a year, with attendant increases in final cost of construction as well as loss of the use of a facility for that year. The placement of any multi-million dollar State facility would require a thorough site evaluation and review. The costs of studies completed to date would have to be written off and repeated. In addition, the loss of time could jeopardize the agreement to transfer prisoners held in federal facilities by 1987, and certainly raise the cost of construction \$4-5 million due to the inflationary impact of delay.

Finally the siting of any facility should consider sharing facilities already owned by the State. The Palmer Correctional Facility could readily share much of its services, such as dieticians, counselors, security and maintenance people, storage facilities, etc. Ancillary services, such as staff recreation and transportation can also be shared.

Table 1 shows approximate costs due to re-siting.

## COMMUNITY IMPACT

Impact on the local community of a Prison includes the economic impact due to employment in construction and operation of the Prison, demand for housing and support of the staff, demand for public services, environmental impact, and risk of escaped felons.

The economic impact would be mostly positive, dominated by increased employment and economic growth through provision of services to the Prison. The Borough has a history of unemployment rates higher than either Anchorage or the State as a whole, running from 11-17%, hence would be able to absorb increased labor requirements happily. It currently has a labor force of around 11,000 with almost 2,000 unemployed and an unemployment rate of 17.6% (February 1983). This is up from 15.7% a year ago. It has a resident population which includes skills necessary to operate a confinement facility (there currently exists a similar low-risk facility in Sutton). We feel that it could easily absorb the additional requirement for labor and staff. In addition, the Matanuska-Susitna Borough is the only labor market in Alaska which can effectively draw from other areas on a regular year-round basis. Its proximity to Anchorage, particularly Eagle River/Chugiak area provides the site with a potential labor market area of 108,000. This capacity compares to Valdez, with a February, 1983, labor force estimate of 3,035 and Seward with 1,671. The Mat-Su labor market area is 3.6 - 6.6 times larger without drawing upon the larger Anchorage market. Currently, about 2,500 people commute between Mat-Su and Anchorage daily for employment. This level is similar to the entire labor market of the other sites considered here.

Land and housing is available freely, with over 800,000 acres of privately held land in the Borough and almost 1,000 vacant housing units. There is a 25-bed hospital, three health care centers, and two mental health centers, so medical support is available. With retail sales over \$50 million a year, the local economy can easily support the additional requirements of the Prison for supplies and routine services; utilities currently are available at the site due to the Palmer Correctional Facility.

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LEVELS OF COMMUNITY SUPPORT  
PALMER/SUTTON PRISON SITE

Examination of agencies, government bodies and other organizations in the Mat-Su Borough indicates that the level of community support for locating the prison in Palmer/Sutton is very strong. Appendix B depicts the historical development of community action since late 1981. The information was gathered through interviews conducted in the public and private sectors in the communities of Palmer, Wasilla and Sutton. Local government officials in Palmer and Wasilla, and Borough officials have unanimously supported the proposal of the construction of a maximum security facility at Sutton since its inception. Both the Wasilla and Palmer Chambers of Commerce have also passed resolutions in its favor; and the Palmer Chamber is in the process of raising \$10,000 to finance a lobbying effort in Juneau. It is of interest to note that the Palmer Chamber has been relatively inactive in recent years; however, the Sutton siting issue has generated tremendous interest and involvement by the business sector of this organization. The Chamber of Commerce funds are being matched by both the City and Borough governments.

The Palmer Elks have a very special interest in the Sutton siting. This organization owns the 640 acres which adjoin the proposed site. The Palmer Elks Club in conjunction with the State Elks Association, are in the process of drawing up plans to develop this land into a youth camp with special focus on handicapped children. The State Association has unanimously supported the recreation siting with the full understanding of the State's proposal to build the maximum security facility on the adjoining land.

The only concern appears to be with some of the people living in the Sutton area. Press coverage of the original State public hearings regarding the siting of the proposed facility indicated that community opinion was against the siting. However, interviews conducted of Mat-Su residents revealed several concerned families who had formed a rather "vocal minority." One interviewee indicated that the minority was, in fact, intimidating, and some of these residents are also on the Sutton Community Council, a newly recognized council whose origins are through the Alpine Civic Club. The

Alpine Civic Club did conduct a very questionable telephone survey in December, 1982 to ascertain the public opinion of the proposed siting at Sutton. Most of the interviewers were known to be against the siting.

One key difficulty in assessing community opinion is that no real information dissemination regarding the impact of the site selection as well as the costs/benefits had been made available to the local community at the time of these surveys. It is the belief of resident and local government officials living in the area that opposition has arisen largely out of fear and misunderstanding of the impact of such a siting. In fact, following a joint open meeting between the Palmer Chamber of Commerce and the Sutton Community Council on March 23, one Borough Assenbyman now plans to request the Borough Planning Department to assist the Sutton community in a needs assessment and impact analysis. One major concern of this group is impacts on the local housing market. In actuality, the site is located four miles south of Sutton and six miles north of Palmer. Such impact would be more likely to occur in the larger community of Palmer and areas south, with its more accommodating infrastructure.

## PRISONER IMPACT

In the case of prisoner impact, the location of the Prison is of lesser importance than it would be with pre-trial or low-risk facilities, since they have fewer occasions to travel to court or to otherwise leave the Prison. There are, however, costs associated with visits by others to them: social visits by family and friends become more difficult as the proximity of the Prison to population centers becomes greater. Similarly, visits by parole boards become more expensive and difficult with increasing distance from Anchorage.

It is difficult to calculate the costs associated with increasing the distance travelled by those wishing to visit the Prison. Hertz recently estimated the cost of ownership/use of a vehicle to be over 40 cents per mile nationally, so such costs could be appreciable when applied to State parole board members travelling to visit a felon. To illustrate the impact, if we assume that each of the projected prisoners would average 24 annual contacts involving personal, legal, other professional, or transport of prisoner to Anchorage for legal, medical, or other reasons, then: in 1982 dollars, the Seward site would add \$6 million in travel costs over 20 operational years and while Valdez would add \$30 million. This does not consider overnight accommodations which are increasingly likely the further the site is from Anchorage.

A centrally located site in South Central Alaska is critical to minimize problems for families and professional personnel. A 1981 Profile of Prisoners housed through the Federal Bureau of Prisons in the Lower 48 showed that 44% of the prisoners had been arrested in Anchorage, and 27% in Fairbanks. Over 70% of those visiting prisoners would be able to drive easily to the Sutton site and the balance would be travelling through Anchorage to get to the Prison. Appendix A to this report provides further data on the prison population housed in the Lower 48.

(12)

## CONCLUSION

Two things stand out after a review of the data on the proposed Prison. They are: 1) that such a facility should be located as close to Anchorage as possible; and 2) that such a facility is greatly needed.

### LOCATION

Factors affecting the operating agency indicate that agency costs will be minimized with placement in the Matanuska-Susitna Borough, and that operating criteria will be met with prison location at the Palmer/Sutton site.

Factors affecting the local community indicate that the Prison would be a welcome addition, reducing unemployment and increasing the economic base. Public support in the Matanuska-Susitna Borough is widespread, and opposition is centered on issues easily mitigated.

Factors affecting the Prison population indicate a preference for the Mat-Su location, in terms of reasonable access to personal, legal, and other support systems.

### FACILITY NEED

The combination of a large prison population housed outside the State through the Federal Bureau of Prisons with a rapidly increasing need for confinement space results in a fairly desperate requirement for this Prison. Conservative estimates of correctional facilities needs by fiscal year 1986 show that total required bed space will only be met through the construction of at least 300 prison bed spaces.

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APPENDIX A

DATA FROM AUGUST 10, 1981 PROFILE OF PRISONERS HOUSED THROUGH THE FEDERAL BUREAU OF PRISONS IN THE L-48

Alaska Resident Time Before Crime

<u>Time</u>	<u>Number</u>	<u>Percent</u>
Less than 6 mo.	17	10
6-12 mo.	17	10
1.1-9 yr.	12	6
2-2.9 yr.	5	3
More than 3 yrs.	123	71

AGE

<u>Age</u>	<u>Number</u>	<u>Percent</u>
Under 20	1	.5
20-30	86	49
31-40	59	34
41-50	19	11
Over 50d	9	5

CRIME CLASS

<u>Class</u>	<u>Number</u>	<u>Percent</u>
Unclassified felon	67	30
Class A felon	96	55
Class B felon	9	5
Class C felon	2	2

PLACE OF ARREST

<u>Place</u>	<u>Number</u>	<u>Percent</u>
Anchorage	76	44
Fairbanks	46	27
Juneau	11	7
Ketchikan	3	2
Bethel	9	6
Bush	23	14

OTHER

43% had no prior convictions.

20% had college plus some graduate school.

93% had over two (2) years remaining before release, compared to 36% of instate.

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APPENDIX B

CHRONOLOGY OF COMMUNITY SUPPORT

<u>DATE</u>	<u>ORGANIZATION</u>	<u>ACTION</u>
Nov. 11, 1981	Palmer City Council	Held public hearing and unanimously passed resolution supporting the location of the new State prison in Sutton.
Jan. 1982	Mayor of Palmer	Attended Alaska Conference of Mayors in Juneau; met with Health and Social Services personnel to inquire about the prison and to inform the Department of the City of Palmer's support for the Sutton site.
First Quarter 1982	Wasilla City Council	Discussed and supported the siting of the proposed State prison at Sutton.
March 1982	Palmer Chamber of Commerce	Passed resolution stating their support for the location of the Prison at Sutton.
Mid-winter	Elks	By unanimous vote, at the Elks mid-winter meeting in Petersburg, the organization decided to proceed with plans to build a youth camp on the 640 acres adjacent to the proposed prison site, presently owned by the Elks. The camp will be for all children with special focus on the handicapped.
Nov. 1982	Palmer Chamber of Commerce	Passed second resolution stating support of the Sutton site for the new Administration.
Dec. 1-13	Alpine Civic Club	Conducted telephone survey of Alpine Club membership assessing the level of community support for locating the Prison at Sutton.

(16)

Dec. 7, 1982	Mat-Su Borough Assembly	Passed a resolution urging the State of Alaska to locate the Prison at Sutton.
Dec. 14, 1982	Palmer City Council	Held a second public hearing and passed a second resolution reaffirming the facility at Sutton.
Jan. 23-25, 1983	Mayor of Palmer	Attended the Alaska Conference of Mayors in Juneau. Contacted Senator Kerttula and Representatives Larson and Lacher to engage their support.
Mar. 15, 1983	Mat-Su Borough Assembly	Appropriated \$7,000 toward cost benefit study and lobbying effort to support the location of the State prison in Sutton.
	Joint meeting of Palmer Chamber, Mat-Su Borough, and Palmer City Council	Joint meeting to work on conveying desire to have prison at Sutton site. Turned over lobbying effort to the Palmer Chamber of Commerce.
Mar. 22, 1983	Wasilla Chamber of Commerce	Went on record supporting the location of the prison at Sutton.
	Palmer City Council	Appropriated \$10,000 to support the lobbying effort with the Mat-Su Borough and the Palmer Chamber of Commerce funds to be used followed by a dollar-for-dollar pro rata share between the City of Palmer and the Mat-Su Borough after deducting the costs of the cost/benefit study.
Mar. 23, 1983	Joint open meeting between the Palmer Chamber of Commerce and the Sutton Community Council	Discussed local community concerns regarding the prison site selection.

11

Mat-Su Borough Assembly Appropriated an additional \$3,000 to support a joint lobbying effort and cost/benefit study with the City of Palmer and the Palmer Chamber of Commerce.

Mar. 24, 1983 Palmer Chamber of Commerce Chamber issues emergency letter to raise \$10,000 for a major lobbying effort to support the location of the new State prison at Sutton.

Mar. 28, 1983 Wasilla City Council Passed resolution supporting siting of the Prison at Sutton.

Apr. 1983 (1st week) Sutton Community Council Full membership meeting to discuss siting of Prison.

May, 1983 Elks State Association Meeting Program for development of youth camp will be presented.

10  
APPENDIX C1

CORRECTIONAL FACILITIES PROFILE

YEAR 1952

FACILITY PROFILE\*

COMM. PLACEMENT	65	85 Min.
3RD. AVE.	70	12 Med., 58 Max.
6TH. AVE.	100	98 Med., 2 Max.
POST 6	50	50 Min.
PALMER	113	113 Min.
WILAND MOUNTAIN	89	60 Med., 20 Max.
MEADOWCREEK	33	28 Med., 5 Max.
FAIRDANKS	110	100 Med., 10 Max.
NONE	28	22 Med., 6 Max.
JUNEAU MENS	90	59 Min., 12 Med., 19 Max.
KETCHIKAN	22	16 Min., 6 Med.
JOHNSON CENTER		
BETHEL		
300 BED		

SENT. INMATE/SPACE

SENT. MISO.	105
SENT. FELON	720
CONTRACT HOUSES	65
MIN. SECURITY	240
MED. SECURITY	336
MAX. SECURITY	120
F.P.P.	188

COMPOSITE PROFILE

TOTAL INSENT.	243
TOTAL SENT.	826
TOTAL SPACES	969

\* Does not include intake facilities. 6th Ave. and Ridgeview assumed as sentenced facilities after opening of Pre-Trial December, 1952

APPENDIX C2

CORRECTIONAL FACILITIES PROFILE

1986

CILITY PROFILE\*

COMM. PLACEMENT	170	170 Min.
3RD. AVE.	50	12 Med., 30 Max.
6TH. AVE.	100	90 Med., 2 Max.
POST 6	50	50 Min.
PALMER	223	113 Min., 100 Med.
HILAND MOUNTAIN	160	140 Med., 20 Max.
MEADOWCREEK	33	20 Med., 5 Max.
FAIRBANKS	313	56 Min., 247 Med., 10 Max.
HUME	48	42 Med., 6 Max.
JUNGLE HENS	126	59 Min., 12 Med., 55 Max.
KETCHIKAN	22	16 Min., 6 Med.
JOHNSON CENTER	5	5 Min.
BETHEL	40	40 Med. +
300 BED	300	300 Max.

HT. INMATE/SPACE

SENT. MISO.	173	1176
SENT. FELON	170	
CONTRACT HOUSES	170	685
MIN. SECURITY	299	
MED. SECURITY	136	
MAX. SECURITY	188	
F.H.P.	188	

IMPDSITE PROFILE

TOTAL INSENT.	396	1349
TOTAL SENT.		
TOTAL SPACES		

\* Does not include intake facilities. 6th Ave. and Ridgeview assumed as sentenced facilities after opening of Pre-Trial facility December, 1982.

\*\* Complete with local prisoners - no increase in system capacity

## APPENDIX D

### PROFESSIONALS

Richard L. Ender, Ph.D., President, Policy Analysts, Ltd.; Professor, Public Policy and Administration, University of Alaska, Anchorage; participated in preparation of Mat-Su OEDP; principal in OCS Socioeconomic Studies Programme, Anchorage Health Study, Yukon-Kuskokwim CZM, and over 50 other studies.

Charles R. Gant, M.A., President, Applied Research Associates, Inc., former Chief of Life Cycle Cost Analysis for the State of Alaska, 1977-1982, has analyzed the economics of hundreds of projects both for the State of Alaska and for the Department of Defense.

White Paper

+ + + + +

A Consideration  
For Location of  
Maximum Security  
Prison  
In  
Anderson

Developed In Cooperation With  
GARY COPUS, Ph.D  
Criminal Justice Division  
University of Alaska  
Fairbanks

Credentials Brief

GARY COPUS, PH.D

Currently serving the Thirteenth Alaska Legislature as a consultant in Corrections, Dr. Copus has also assisted the Mayor and Council of the City of Anderson in determining its viability for siting a Maximum Security Prison.

He received his Doctorate in Sociology at the University of Missouri-Columbia.

From 1970 until 1979, he was instructor in Criminal Justice in the graduate school at Sam Houston University, Huntsville, Texas.

From 1980 to the present he served in the Criminal Justice program in which he has published and lectured in all areas of corrections and its alternates.

We are very proud to have the assistance of Dr. Copus in developing our position.

White Paper

+ + + + +

A Consideration  
For Location of  
Maximum Security  
Prison  
In  
Anderson

CONSIDERATIONS ABOUT ANDERSON AND MAXIMUM SECURITY PRISONS

- o Purpose of maximum facilities is LESS REHABILITATION AND MORE WAREHOUSING. Lessens the necessity to establish facilities in urban, or near urban, areas.
- o Availability of the Anderson Site for VISITATION is enhanced by the TRAIN STOP and HIGHWAY connecting Alaska's two largest cities.
- o There is no other prison system in Anderson. The modern trend is to keep prison facilities: less than 500 bed capacity, and GEOGRAPHICALLY SEPARATE, so as NOT TO CREATE A "PRISON MEGALOPOLIS." This latter characteristic allows for 1) distribution of the economic advantages and 2) the flexability for prison management to have access to a variety of resources from the land and the community.
- o Anderson is in the middle of a growth/development corridor of Alaska. Remembering that given the prison facility will last many generations to come the Anderson site makes an excellent choice given the emerging DEVELOPMENT PATTERNS ALONG THE RAIL-BELT.
- o The facility, if a 400 bed one as currently proposed, will employ between 175 and 250 persons. The City of Anderson looks forward to the advantages new citizens afford and to the opportunity for current and future citizens to obtain correctional employment.
- o With OVERWHELMING COMMUNITY SUPPORT any deficit Anderson may have will be overcome or lessened. No matter where a site is located, there will be positive and negative factors to be dealt with. It is emphasized that where Anderson differs is the community spirit so necessary for what successes prisons can achieve.
- o IN SUMMARY, Prisons need four things to operate: a physical facility, personnel to staff and administer, offenders to be located there, and supplies. Anderson can provide a location whereby the state can satisfy these needs efficiently, economically, and continually.

### COMMUNITY SUPPORT

- o Referendum on March 29, 1983 supported prison by 2-to-1.
- o 61% voter turnout
- o Five public meetings informed citizens
- o Reasons Anderson wants prison are community expansion and employment opportunities in future generations.

### LAND AVAILABILITY

- o Multiple sites for selection
- o Sites are available by State Land Selection Process from Cook Inlet Region, Incorporated; or, Federal Lands

### ELEMENTS OF PHYSICAL ENVIRONMENT

- o Water - pure, unlimited, and without fee via prison's own wells and distribution facilities.
- o Sewage - Cost saving from construction/operation of on-site treatment system.
- o Power - Optional excess power available from Clear AFB or, Golden Valley Electric Association and potential Anchorage-Fairbanks intertie.
- o Heating - Coal from Usibelli Mines 50 miles away, and/or fuel from North Pole Refinery 100 miles away.
- o Transportation available by highway, rail, and air.

### ELEMENTS OF HUMAN ENVIRONMENT

- o Recreational areas and activities plentiful in Anderson area.
- o Modern elementary and high school expandable to accommodate increased student body.
- o Medical facilities currently 80 miles north in Fairbanks via highway, but, with increased population expect Anderson facility.
- o Fire protection supported by Anderson and Clear AFB.
- o The prison will attract quality personnel to work there and live in Anderson. Precedent in support is Clear AFB personnel educational level and technical skill level in Anderson for 20+ years. AFB also offers supply of potential quality employees from those retired or wishing a job change.

White Paper

+ + + + +

A Consideration  
For Location of  
Maximum Security  
Prison  
In  
Anderson

MODERN  
PRISONS  
DESCRIBED

1. In modern penal systems the purpose of maximum security units has changed little since the inception of the first prison in our nation. The purpose is simply to provide for the safe keeping of those individual offenders who have shown themselves incapable of co-existing with others, or are deemed a danger to themselves or others, or are in danger from others.

Less  
Rehabilitation

Individuals are assigned to maximum units via a thorough process called classification and end up "max-rated" only as a last resort. Given these considerations, experts argue that "max units" are simply warehousing units, with less emphasis on rehabilitation.

Rehabilitation is attempted in minimum or medium security units -- an assignment available to max inmates through re-classification. Thus

FOR SITE SELECTION OF A MAXIMUM SECURITY UNIT  
THE AVAILABILITY OF REHABILITATION SERVICES  
SHOULD NOT BE A MAJOR FACTOR OF CONSIDERATION.

EASY  
TRAVEL

2. An Anderson site would be ideal for friends and relatives wishing to visit inmates because of its accessibility by highway and rail. The train is a particularly good asset for families not having access to automobile transportation and during most of the year the frequency of the local runs is such that persons visiting the prison could make convenient connections. Additionally, for persons visiting from Fairbanks, Anderson is a short, scenic drive.

NO PLACE  
PERFECT

3. With the numerous points to consider, no matter which site the State selects, all points will not be positive relative to other sites. For example, one might argue that Haines would have been more positively effected economically than a Palmer area site, but Palmer is nearest the largest city. Anderson may have transportation and utility advantages over Palmer. Given that no one site will score relatively higher than other sites on all points, what becomes important is how to handle the deficits and then the community becomes an indispensable part of site consideration.

Positive  
Community  
Attitude

A positive community outlook supports the goals of the prison in many direct and subtle ways. For example, a positive community attitude attracts, in part, quality personnel to staff the prison; assists those families moving to the area because a friend or relative is incarcerated and thus eliminates worry on part of the inmate; works with the prison administration to provide for staff housing, supplies, and emergency labor needs thus resulting in an efficient institution with a high morale.

ANDERSON IS A CITY WHICH PUBLICLY ANNOUNCED, ON THE BASIS OF AN INFORMED DECISION MAKING, THAT IT WILLINGLY ACCEPTS THE COMMUNITY RESPONSIBILITY.

LONG  
USEFUL  
LIFE

4. Prisons last for many years, a conservative estimate being a useful life of between 60 to 90 years. A good many prisons operating today are "centenarians". Thus when considering a site, the future of the area must be carefully taken into account. Any points negative with respect to Anderson should be assessed with the question, "What will the Anderson area be like 5, 10, 20, 50 years from now?" The current projections are that Anderson will be part of a rapidly developing area along the rail belt which could make it a center point of population in the next 20 years. This, accompanied by projected increases in transportation facilities demotes any current concerns about "out-of-the-wayness" to only temporal concerns at best.

MAJOR  
PRISON  
PROBLEMS

5. Many of the major problems in prisons today are in part related to their mere magnitude in terms of numbers of persons locked up under one roof. Recent national recommendations stress the importance of keeping newly constructed units less than 500 bed capacity, and the physical separation of units. In other words, the recommendations could be interpreted as "do not build a prison megalopolis" be it under one roof or by building multiple adjacent structures. Separation of facilities, geographically, has several advantages.

Physical  
Separation

First from the standpoint of the state the economic advantages are spread as well as any disadvantages which communities might accrue. For example, suppose the presence of a facility attracts inmate families which have children who in turn have learning problems, behavior problems in school, and relatively high delinquency rates. Why concentrate these traits versus spreading them out and subject them to strong positive community influence (like Anderson can provide)?

Other  
Advantages

Second building a facility geographically separate from other current institutions makes good sense from a management point of view. Take the hopefully unlikely and extreme case of a major earthquake in the vicinity of a prison creating the need for evacuation. Would it not be better to evacuate only one facility than several too closely juxtaposed? Further, physical separation enhances identification by staff with "their" facility and increases pride, morale, and dedication as opposed to "working in a large network of prisons." Management also has a variety of land and community resources, the variety offering the opportunity to install new programs and ideas which may not be acceptable in just any one location. These are only a few of the reasons not to build prisons in the same geographical locale.

Gary Copus, Ph.D

## INTRODUCTION TO ANDERSON

Anderson, Alaska thinks it would be a good place for a Maximum Security Prison--But only a Maximum Security Prison! The people of Anderson are pretty outspoken on that point. They have talked it over.

You say you've never heard of Anderson-- and haven't the foggiest notion of where it is?

Touche!

No convention mecca, is Anderson. It is not on the tourist highways and by-ways or the slick travel maps. But, it is well connected--very well connected, to an all-weather highway, an airport and ocean-going barges via the Alaska Railroad, right in the middle of nowhere! Between Anchorage and Fairbanks.

Now you've heard of Anderson! a town of 550 people which comes of age on its 21st birthday in June.

The reasons for putting forth Anderson's name stem from a package of advantages no where else available in quite the same magnitude or combination, as they are available in Anderson.

..... READ ON! .....

## COMMUNITY SUPPORT

The City of Anderson has made a pointed and energetic effort to inform the citizens of all aspects, both negative and positive, of having a maximum security prison within close proximity of the town. The idea was first publicly presented on February 8 at a City Council meeting where the decision was made to continue by informing the public and assessing the general opinion. During further public hearings and Town Hall meetings occurring on February 17, 18, 25, 26, and March 18, 26 it is estimated that over 60% of all citizens in Anderson were personally involved in acquiring knowledge and asking questions. Undoubtedly, 100% became informed through informal discussion.

During the meetings, material used to guide informative discussion was used from the American Correctional Association, The Federal Bureau of Prisons and the Criminal Justice Institute at Hemlock Hill, New York. In addition, at the March 18th Town Hall meeting, professionals in the correctional area were invited to address the citizenry. Invited and accepting were Captains Douglas Nowak and Lawrence Jackson of the U.S. Air Force, and Dr. Gary Copus.

Dr. Copus, with academic and practical expertise in community impact by prisons, was very careful to point out what to some communities might be undesirable impacts. No area was left unexamined and the result was--

BASED ON SOUND AND TOTAL INFORMATION THE CITIZENS OF ANDERSON VOTED ON MARCH 29TH TO DIRECT THE CITY COUNCIL TO PURSUE WITH VIGOR THE ATTRACTION OF THE MAXIMUM SECURITY PRISON TO ANDERSON.

The resulting 2-to-1 vote was based on 61% of the registered voters. Voting was done in an official manner in all precincts, locked ballot boxes and election judges. Noteworthy is that the prison issue was the only item on the ballot so that the largest turnout in Anderson's voting history was due to the community interest which was overwhelmingly positive.

An informal assessment was made as to the reasons the community obviously wanted a maximum security prison.

First the community sees the prison as an employment opportunity for its future generations. Correctional employment was seen as not only an opportunity for young adults to have the alternative of remaining in Anderson as productive citizens, but the community also recognized modern corrections as providing a desirable career opportunity. Present employment was of lesser concern. Anderson is not currently impacted by any economic crisis which might sway a community's opinion to be only temporally positive. Anderson is in a reasonably good economic and employment status.

Second the community saw many positive aspects of development and growth. Among those mentioned were cultural and social growth, economic growth through curricula expansion and attraction of additional qualified teachers, and the establishment of social and health services. The community looks at the prison as offering a challenge to develop and manage a "new Anderson."

ECONOMIC ADVANTAGES  
OF ANDERSON

The economical advantages of an Anderson site could vastly outweigh those of many other potential sites if life cycle economics is considered.

Life cycle economics center upon options available for essential operating utilities, such as:

heating/air conditioning  
electric power  
water  
sewage treatment  
transportation

**HEATING** Healy coal, transported by the Alaska Railroad, powers the generators and boilers at the Anderson-located Clear Air Force Station. Three Anderson sites are located immediately adjacent to the Alaska Railroad. Options for heating and power generation include both coal and/or diesel transported by the Alaska Railroad:

- o Coal: Usibelli Mines, Inc.  
Healy, Alaska  
50 miles South
- o Diesel: North Pole Refinery Co.  
North Pole, Alaska  
100 miles North

**ELECTRIC POWER** An option available only at an Anderson site includes the potential of purchasing the stable excess power generated at Clear Air Force Station, as many other Alaskan communities do from nearby U.S. Government facilities. The City of Anderson itself purchases power from the Golden Valley Electric Association, soon to be served by the Anchorage-Fairbanks Power Intertie, providing still another option for sub-station service at about the same time the Maximum Security Prison is expected to be operational.

**WATER** Anderson does not offer city-treated or supplied water to the Clear Air Force Station which consumes in excess of One Hundred Fifty Million Gallons per Month, or to the 117

domestic users inside the Municipality. The prison facility would drill its own wells and provide its own water from the uniquely-abundant natural supply of superior quality potable water available in Anderson--one of its priceless natural resources. Thus the prison would not now, or later, be in the position of having to purchase water supplies from a Municipality. And, the water in Anderson is hygienically pure without treatment. The prison would, of course, have established water rights, thereby protecting its call upon the natural resource forever.

A comprehensive water study, funded by the Alaska State Legislature, was completed on February 7, 1983 by URS Engineers, an internationally-connected firm of engineers and scientists with an Anchorage operations base. The final Draft Report, accepted by the Anderson City Council on February 15, 1983, found the water to be not only pure, but plentiful for domestic needs for generations into the future in the built-up residential area, and, of unlimited industrial supply nearly everywhere else in the Municipality.

In further testimony of the purity and abundance of water for large-demand-users such as the prison might be considered, the State-owned/operated Clear Fish Hatchery draws water from its complex of wells directly into its propagation system, using 60 million gallons per month. Brewing and soft drink industries are looking at Anderson not only because of its abundance of pure water, but also because of its logistical advantages.

**SEWAGE TREATMENT** Another cost saving advantage of an Anderson site is that the prison would construct and operate its own small, self-contained treatment system, just as does the Clear Air Force Station for its 500+ military and civilian personnel forces. The State may wish to acquire slightly more than the proposed 100-acre-reservation for these purposes. Everywhere at all Anderson sites, land is available to the State for its purposes and needs.

**TRANSPORTATION** The advantages of prisoner transfer transportation has been earlier addressed. In this section, logistical transportation is discussed.

The locational advantage of an inter-modal transportation network must not be under-estimated, either for the construction phase or the ultimate operational life of the prison.

Construction materials can be boarded on rail cars at any point in the Lower-48 or the Orient and off-loaded near any of the potential Anderson sites. This same transportation system will greatly reduce costs of consumable supplies for the operation phases through use of the rail-barge-rail-truck-road inter-modal matrix available only at Anderson, while utilizing the state-owned Alaska Railroad utility. The air link to Anderson sites has been prior addressed.

CULTURAL-SOCIAL-RECREATIONAL  
ADVANTAGES OF ANDERSON

Since Anderson is just 90 minutes driving time from the main campus of the University of Alaska/Fairbanks, and the university's Nenana Valley Rural Education Center presents credit-courses at Anderson and throughout the region, opportunities to take or teach graduate and under-graduate courses are readily available, as are symphony, drama, music and art, sports and popular music. The Fairbanks Regional Medical Center is only 30 air minutes from Anderson and provides a wide range of modern medical procedures.

In Anderson itself, there is an opportunity to participate in social and fraternal clubs and organizations as well as sports and educational activities. Anderson's new and modern elementary and High School can absorb a hundred or more students with only the addition of a few staff positions. By adding new rooms to the architecturally expandable complex, up to 250 additional students could be responsibly accommodated.

A new gun club and indoor shooting range will be completed next year in Anderson and, cross-country ski, snowmachine and ATV trails criss-cross the area and sport fishing and hunting are very nearby. Youth and large all-family parks are popular and in use. All roads and water removal ditching will have been completed prior to commencement of major construction.

Anderson is a Second Class City with an experienced, stable government and Council. There is no property tax. Except for educators and government employees, most adults work at Anderson's Clear Air Force Station as technical or management personnel. While Anderson has obvious employment stability, second and eventually third generation citizens face chronic unemployment and welcome the opportunity to train and to qualify for positions at the prison, now, and into its future life cycle.

LAND AVAILABILITY  
IN ANDERSON

Anderson is surrounded on both sides by land available to the State through the State land selection process. Most specifically, from removal from the Cook Inlet Region, Incorporated selection pool, or from other federally owned land from which it may select. The State itself owns land which should be considered, and will soon receive numerous Sections of land in Township 7 South, Range 7 West, F.M. which affords a number of site potentials. The City of Anderson recommend sites in Sections 15, 14, 10, 11 of T7S, R7W FM be studied; then, section 8 or 4 of T7S, R7W FM; finally sections 13, 23, 26, 27 and 34 T7S, R7W FM.

## THE SMALLER THE BETTER

Testimony given before the Senate H.E.S.S. Committee  
on prison facility construction, April 21, 1983  
Given by : Gary D. Dopus, Ph.D.

The State of Alaska faces the need of building additional prison facilities in the immediate future. Each of the state's units are at or above capacity with expectation by 1987 the population count will reach 2000.<sup>1</sup> Among the types of facilities needed is a maximum security unit. This paper specifically addresses the issue of the maximum desirable size of any one max unit. The issue is examined by citing disadvantages and advantages of building two 200-bed units versus one 400-bed unit.

Disadvantage of Two Small Units: The only disadvantage is one of economics. Although no cost figures were readily available for comparing the two-prison model against the single unit model, various professional opinions were solicited regarding capital cost and operational cost differences. Jim Austin of the National Council on Crime and Delinquency, administrators of the Fairbanks Correctional Facility, and Stuart Shadbolt, Administrator of the North Carolina Department of Corrections each contributed to the question of cost differentials. All agreed on two points. First, it was inevitable that the two-unit model would be more expensive both for initial construction and for continued operational costs;

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<sup>1</sup>Adult Corrections In Alaska: Current Issues In Administration and Management, pp.1 and 14, House Research Agency Report 82-E, 1983.

however, the increase was not seen to be exorbitant. They further agreed that these expenses were well worth the accrued advantages.<sup>2</sup>

The California Department of Corrections also addressed this issue.<sup>3</sup> In part they concluded despite the apparent administrative and financial benefits associated with larger institution size, smaller institutions than size 400 may be preferable when the cost and administrative problems associated with the increased tension, hostility, and likelihood of violence associated with larger size are assessed.

The North Carolina system in particular has adopted the smaller unit, decentralized model. There are 81 different facilities to house a current population of 17,200 inmates. The general philosophy shared by Stuart Shadbolt was "smaller the better." Their new max unit dedicated this year houses 350. This system then follows the stance of John Conrad advocating the replacement of larger units with a network of smaller, more humane units.<sup>4</sup>

#### Advantages of Two Small Units

- o Management Flexibility -- As stated by Roger Endell, Director, Division of Corrections, an intrinsic problem in the construction of any institutional space, and particularly those that

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<sup>2</sup>Personal Communication, April, 1983.

<sup>3</sup>Moyer, F.D., "Some Essentials of Facility Planning," 1978, California Department of Corrections, Sacramento, Ca. 95814.

<sup>4</sup>John Conrad, "Which Way To The Revolution," in Should We Build More Prisons?, (National Council on Crime and Delinquency, 1977).

have substantial security specifications, is that its construction generally commits the State to a fixed kind of space limited in function. Should Alaska's correctional needs change in the future its ability to adapt will be shaped by the kind of space that has already been constructed.<sup>5</sup> The construction of two units would allay this commitment. For example, suppose the State's max needs halved over a period of time, one unit could be more easily converted to serve some other purpose.

- o Transfer of Inmates -- An undesirable possibility in corrections is the formation of cliques and organizations among the inmate population for purposes of disruption. The most efficacious action by management is transferring key inmates, preferably to a different unit. This, obviously, can only be accomplished if there is another unit available.
  
- o Control of the Institution -- From administrators contacted there was unanimous agreement that the smaller the institution the easier it is to control the inmate population, even where the same staff to inmate ratio existed. The main reason was due to the ability of staff to establish rapport with the inmates and diffuse quickly and efficiently potentially dangerous situations. In larger institutions the mere number of interactions which occur tends to inhibit this important function.

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<sup>5</sup>Adult Corrections In Alaska, p. 41.

o Smaller Prisons Are More Humane and Safer For Staff and Community -- Conrad sees prisons as inevitable in modern society, but advocates they need not be inhumane, dehumanizing, brutal holding tanks for inmates. Rather, the solution lies in designing and building smaller institutions that would reduce the inhumanity that breeds in the larger institutions. Conrad argues that continued use of brutal maximum security prisons not only affects the inmates, but degrades all of society. This argument is supported in a study which established the inmate's perception of density was directly related to rate of assaultive behaviors by inmates on other inmates and staff. It is likely that perception of density is directly related to the size of the institution.

As Roger Endell noted, other states have found that the larger the facility the higher the incidence of prison violence. He further attributed the relative absence of violence in Alaska's prisons to its small prison capacities. Dana Fabe, head of the Public Defenders in Alaska, also concurs and stresses the need to establish several small maximum security facilities. "Ms. Fabe believes that this approach would also strengthen the Division's ability to separate dissimilar groups of maximum security prisoners; e.g., sex offenders could be housed apart from other classes of prisoners."

o Other Institutional Advantages -- In an interview with many of the staff at the Fairbanks Office of Adult Probation and parole, several additional advantages were cited. Staff and inmate attitudes would be much more positive in smaller prisons. The reasons given for positive inmate attitudes was that in smaller prisons the inmate retains his sense of individuality as opposed to simply being a nameless face and number among many. As for positive staff attitudes these would occur because of the ability among small staffs to "get to know each other" and form supportive relationships. Higher levels of face-to-face communication would also reduce the possibility of inmate manipulation of one staff member against another.



Official Business

# Alaska State Legislature

## Senate

Pouch V  
State Capitol  
Juneau, Alaska 99811  
465-4907  
465-4908

Committee Report by the  
Senate Health, Education and Social Services Committee  
May 3, 1983

### SITE SELECTION FOR A MAXIMUM SECURITY PRISON

The Senate Health, Education and Social Services Committee, in considering SB 224 and SB 267 relating to the location of maximum security prison facilities, recommends that the new facility be constructed in the Palmer area within the vicinity of Sutton.

The Committee also considered the testimony and presentation by Anderson, Alaska, and wishes to commend its citizens for their enthusiasm and support for the prison site.

In future planning for regionalization of prison sites, the Committee would recommend that the Commissioner of the new Department of Corrections grant serious consideration to Anderson as a possible prison location.

Anticipated development in the Railbelt Corridor coupled with transportation, utility and land availability make Anderson an attractive site.

The Committee is aware that Haines, Seward, Valdez and Whittier may have an interest in being chosen as the site for the proposed facility, but no testimony was received on their behalf.

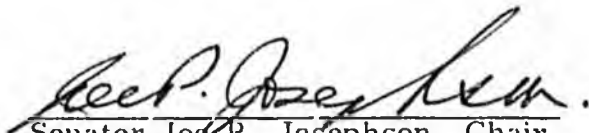
Findings of the Committee in selecting the Sutton site were:

1. Construction and operating costs are lower than other areas of the state under consideration for the prison site.
2. State-owned land in the area is readily available allowing sufficient capacity for development and the recommended "buffer zone" between the facility and the community.

3. Road access is available through the Glenn Highway, with the proximity to Anchorage offering reasonable access to a large percentage of the anticipated prison population for supportive contact with families and friends, as well as members of the parole board.
4. Support services are locally available through the court system, the hospital and health centers, the mental health centers, and public transportation. (There is a new Superior Court at Palmer, and in FY 1984, a public defender.)
5. Utilities can be made available at the site through the Palmer Correctional Facility, which also presents the possibility of sharing prison ancillary services between facilities.
6. The Mat-Su Borough offers a large potential labor force and commuter access to the state's largest population area, with housing and land locally existing.
7. Public support for the prison facility is widespread.

The above mentioned facets of the Sutton site appear to fulfill the siting criteria outlined by the Criminal Justice Planning Agency. Combined with the economic savings that would be realized in the selection of Sutton, and the urgent need to commence the project to meet the 1987 deadline for returning Alaska felons to the state, the Senate Hess Committee respectfully recommends that Sutton be selected for the new maximum security prison.

To this end, the Committee is forwarding the Committee Substitute for SB 224 to the Finance Committee.



Senator Joe P. Josephson, Chair  
Senate Health, Education and Social Services Committee



# KODIAK AREA CHAMBER OF COMMERCE



April 26, 1983

RECEIVED

MAY 05 1983

Josephson,

Joe Josephson  
Alaska Senate  
Pouch V  
Juneau, Alaska 99811

Dear Senator Josephson,

You are undoubtedly already aware of one of Alaska's critical needs. The skyrocketing population problem of Alaska's limited correctional facilities must be addressed immediately.

Among the sites under consideration for a medium security facility is the former USAF Cape Chiniak Satellite Tracking Station on Kodiak Island. Communications with Mr. Roger Endell, Director of Adult Corrections Division, reveal that this site could be developed as a 150 bed facility with minimum cost and in minimum time (90 days).

At a special meeting 25 April 1983, the Board of Directors of the Kodiak Area Chamber of Commerce, unanimously voted to support the concept of development of the Cape Chiniak complex as an Alaska State Medium Security Correctional Facility.

The Directors of the Kodiak Area Chamber of Commerce, representing the business and professional community of the Kodiak area strongly urge your careful consideration and support for the incorporation of the Cape Chiniak complex into the State Correctional Facilities inventory.

The favorable action in this matter will relieve the critical pressure being experienced by the State Adult Corrections Department.

Sincerely,

KODIAK AREA CHAMBER OF COMMERCE

J. W. Ashford  
President

cc: Roger Endell, Director, Dept. of Adult Corrections  
J. F. Morse, CEO, Koniag, Inc.  
Hank Eaton, Director Economic Development, Koniag, Inc.

*Pre-draft  
Committee  
report on Sutton*

COMMITTEE REPORT: SITE SELECTION FOR A MAXIMUM SECURITY PRISON

BY THE SENATE HEALTH, EDUCATION AND SOCIAL SERVICES COMMITTEE

MAY 3, 1983

THE SENATE HEALTH, EDUCATION AND SOCIAL SERVICES COMMITTEE, IN CONSIDERING SB 224 AND SB 267 RELATING TO THE LOCATION OF MAXIMUM SECURITY PRISON FACILITIES, RECOMMENDS THAT THE NEW FACILITY BE CONSTRUCTED IN THE PALMER AREA WITHIN THE VICINITY OF SUTTON.

THE COMMITTEE ALSO CONSIDERED THE TESTIMONY AND PRESENTATION BY ANDERSON, ALASKA, AND WISHES TO COMMEND ITS CITIZENS FOR THEIR ENTHUSIASM AND SUPPORT FOR THE PRISON SITE.

IN FUTURE PLANNING FOR REGIONALIZATION OF PRISON SITES, THE COMMITTEE WOULD RECOMMEND THAT THE COMMISSIONER OF THE NEW DEPARTMENT OF CORRECTIONS GRANT SERIOUS CONSIDERATION TO ANDERSON AS A POSSIBLE PRISON LOCATION.

ANTICIPATED DEVELOPMENT IN THE RAILBELT CORRIDOR COUPLED WITH TRANSPORTATION, UTILITY AND LAND AVAILABILITY MAKE ANDERSON AN ATTRACTIVE SITE.

FINDINGS OF THE COMMITTEE IN SELECTING THE SUTTON SITE WERE:

CONSTRUCTION AND OPERATING COSTS ARE LOWER THAN OTHER AREAS OF THE STATE UNDER CONSIDERATION FOR THE PRISON SITE.

STATE OWNED LAND IN THE AREA IS READILY AVAILABLE ALLOWING SUFFICIENT CAPACITY FOR DEVELOPMENT AND THE RECOMMENDED "BUFFER ZONE" BETWEEN THE FACILITY AND THE COMMUNITY.

ROAD ACCESS IS AVAILABLE THROUGH THE GLENN HIGHWAY, WITH THE PROXIMITY TO ANCHORAGE OFFERING REASONABLE ACCESS TO A LARGE PERCENTAGE OF THE ANTICIPATED PRISON POPULATION FOR SOCIAL CONTACTS WITH FAMILIES AND FRIENDS, AS WELL AS MEMBERS OF THE PAROLE BOARD.

SUPPORT SERVICES ARE LOCALLY AVAILABLE THROUGH THE COURT SYSTEM, THE HOSPITAL AND HEALTH CENTERS, THE MENTAL HEALTH CENTERS, AND PUBLIC TRANSPORTATION.

UTILITIES CAN BE MADE AVAILABLE AT <sup>THE</sup> THE SITE THROUGH THE PALMER CORRECTIONAL FACILITY, WHICH ALSO PRESENTS THE POSSIBILITY OF SHARING PRISON ANCILLARY SERVICES BETWEEN FACILITIES.

THE MAT-SU BOROUGH OFFERS A LARGE POTENTIAL LABOR FORCE AND COMMUTER ACCESS TO THE STATE'S LARGEST POPULATION AREA, WITH HOUSING AND LAND LOCALLY EXISTING.

PUBLIC SUPPORT FOR THE PRISON FACILITY IS WIDESPREAD.

THE ABOVE MENTIONED FACETS OF THE SUTTON SITE APPEAR TO FULFILL THE SITING CRITERIA OUTLINED BY THE CRIMINAL JUSTICE PLANNING AGENCY. COMBINED WITH THE ECONOMIC SAVINGS THAT WOULD BE REALIZED IN THE SELCTION OF SUTTON, AND THE URGENT NEED TO COMMENCE THE PROJECT TO MEET THE 1987 DEADLINE FOR RETURNING ALASKAN FELONS TO THE STATE, THE SENATE HESS COMMITTEE RESPECTFULLY RECOMMENDS THAT SUTTON BE SELECTED FOR THE NEW MAXIMUM SECURITY PRISON.

TO THIS END, THE COMMITTEE IS FORWARDING THE COMMITTEE SUBSTITUTE FOR SB 224 TO THE FINANCE COMMITTEE.

---

SENATOR JOE P. JOSEPHSON, CHAIR  
SENATE HEALTH, EDUCATION AND SOCIAL SERVICES COMMITTEE

# Alaska State Legislature

REPRESENTATIVE  
BARBARA LACHER  
P.O. BOX 478  
PALMER, ALASKA 99645  
(907) 376-4215



WHILE IN JUNEAU  
POUCH V  
JUNEAU, ALASKA 99811  
(907) 465-4894

## House of Representatives

April 11, 1983

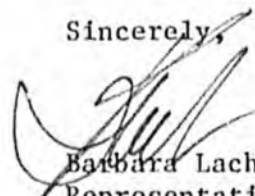
Senator Joe P. Josephson  
Pouch V  
Juneau, AK 99811

Dear Senator Josephson,

I have enclosed a copy of a recent cost-benefit report on locating the state maximum security facility in the Mat-Su valley versus other proposed state locations. Please examine the conclusions on page 12 of this report and take these into consideration in your review of this issue.

I would like to take this opportunity to remind you that the previous Administration selected the Palmer/Sutton site location, five years ago, for very good reasons. The factors which led to the selection of the Palmer/Sutton site have not changed in the brief period of time that has lapsed in the recent administrative change. I therefore urge you to seriously reconsider the selection of the Palmer/Sutton site as the state's location site for the new maximum security prison.

Sincerely,

  
Barbara Lacher  
Representative  
District 16

BL/sr

*Dear B -  
please see  
att for*

BENEFIT / COST ANALYSIS OF ALTERNATIVE  
SITE SELECTIONS OF THE STATE OF ALASKA  
MAXIMUM SECURITY PRISON



Official Business

# Alaska State Legislature

## Senate

Pouch V  
State Capitol  
Juneau, Alaska 99811  
465-4907  
465-4908

### MEMORANDUM

TO: ALL THE MEMBERS OF THE SENATE

FROM: SENATOR JOE P. JOSEPHSON

RE: THE ESTABLISHMENT OF PRISON FACILITIES

THE SENATE HESS COMMITTEE HAS SCHEDULED SB 224 "AN ACT RELATING TO THE ESTABLISHMENT OF PRISON FACILITIES" FOR WEDNESDAY, APRIL 20th AT 3:00p.m. THIS BILL WAS INTRODUCED BY SENATOR KERTTULA, AND REQUIRES THAT ALL PRISONS CONSTRUCTED AFTER JULY 1 WILL BE LOCATED NEAR THE PALMER CORRECTIONAL FACILITY IN THE VICINITY OF SUTTON.

SINCE THE LOCATION OF FUTURE PRISON FACILITIES IS A CURRENT CONCERN, AND SINCE THERE ARE SEVERAL PROPOSALS FOR PRISON SITES CIRCULATING THE LEGISLATURE, I WANTED THE ENTIRE MEMBERSHIP TO BE APPRISED OF THE FIRST HEARING SCHEDULED ON THIS SUBJECT.

*Joe P. Josephson*

April 20  
513254  
513267  
Est. of prison facilities

Joe, Vic Pappy, Rich

Joe intro - broad public interest; economics.

Pappy reasons for Anderson

Margaret Branson - Seward - rep. took force of  
residents.

- Against both bills. Decision on placement  
left up to Dept. of Corrections.

- public hearings in Seward find people in favor  
of 1st. prison in Seward.

Lewis Bernardino - City of Seward

Div. of Corrections competent to choose site on  
merit. Political pressure not a good way to  
decide. Amendment to locate in South Central - OK

Rich change to: "as far as possible from Eagle River.

Hermit Humphries - Corrections

Site selection based on criteria set out  
on a case by case basis.

concerned for medical; support services;  
operating cost.

Endicott sent letter to interested communities  
that depart. would not select site until  
funding settled.

Joe Kenai?

negotiations for Wildwood broken down

Seward, Kenai, Cordova, Haines,  
Anderson, Palmer/Hutch. - interested

Joe what about 2 locations?

- higher operating cost for smaller institutions. This will be a costly facility because of security etc.

Joe will this be traditional, modern (computer security)?

- last 2 facilities (Juneau & Cook Inlet prison) have state of the art computer etc. Assume this will be the same.

- Endell from Criminal Justice center at U of A.

Happy Anderson - free land; cheap utilities. Why are there no facilities north of range?

- Nome & FORTS.

- Maximum security settings in Juneau and FORTS prisons.

Happy prisoners out of state?

- 200 in Fed. institutions. Stipulated agreement in law suit requires returning them to Alaska. Majority from SC Alaska.

Joe Can you reassure us this will be a fresh start and give equal scrutiny to all sites?

- Endell has been in contact with communities. No decisions have been made.

- Confidence in fair/rational decision

Happy Administration has preconceived idea and wants to keep legislature out of decision.

David Sautak - City of Palmer - city mngr.

- Policy analysis completed on site selection
- Palmer has recommended itself. State <sup>(8 mi from town)</sup> owns 160 acres; has all weather airport expanding runway to 6000 ft; full time police dept. and state trooper post; superior court system established; DA office; proposing permanent trooper facility.
- American Correctional Standards
  1. w/ 50 miles of city of 10,000
  2. expanded hospital
- cost effectiveness - more costly in Seward and Valdez.

Joe have you talked to Endell

- Col. Henderson (Ft. W. Prot.) former police chief has talked to Endell.
- Nat. In Valley 12-14% unemployment.
- This site was chosen by Ham and Aldrich.

Joe Barbrick - Chamber of Commerce; Palmer

- in 1968 Palmer lost 400-700 jobs from closure of coal mines.
- unemployment is seasonal.
- Palmer left behind in economic development
- Industry market (industrial park) is slow.
- another market for produce

Phil O'Neill - Palmer, Pres. Ak. State Elks.

- lodge has 640 acres adjacent to proposed prison site for sale use of recreational facility for youths.
- not concerned over proximity to prison.

- will propose \$400.0/3yr. construction prog. for youth; \$90,000 yr. operating. Phase I core facility - engineering; design; utilities
- 2 wk. periods periods proposed.
- have approached - that work please folks do trials etc. Programs with HoA to get degree/credit.

Area very depressed area (340 pop.) 60% unemployment. Minus about 1968 because of military switch from coal to gas.

Vern McCrackle - Anderson.

- have received 2 letters on lack of interest in Anderson.
- would like Dir. of Corr. to spell out meaning of "Specialized Care"
- full time air security police. US Air Force Policy of assistance to community. 45 trained people.
- only municipality with voter initiative on prison.
- 67% in favor
- Support from FBRs, North Pole etc.

Dr. Gary Cooper - consult. to Senate on Corrections. (Bennett)  
Criminal Justice HoA

Two issues

1. SIZE

a. two weeks more expensive for initial construction & operating.

b. cost & administrative problems of by facilities in stress, tension & hostility

c. management flexibility - needs may

change. Can transfer some prisoners.  
greater control in smaller facilities -  
 safer, more humane.

larger facilities have more prisoner  
violence.

Small fac. allow separation of  
dissimilar groups.

inmate retains individuality and  
sense of worth.

Recommendations making a decision:

1. inflation
2. overcrowded in state prisons.
3. expensive for small communities to supply.

15-25 million difference in 2 units.

do we need two maximum security prisons?

- Have Research - need for 300 beds.
- Cost fact - 300 beds.

- only 10% of pop. in need of max security.

- Question numbers in reports and need.

State should adopt size criteria (200 beds)

Clearance site had begun.

S B

247

# ALASKA STATE SENATE

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



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

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

FOR IMMEDIATE RELEASE:  
May 6, 1983

## SENATE HESS COMMITTEE APPROVES

### CHILD CARE CENTERS IN STATE BUILDINGS

JUNEAU, AK. -- When the State of Alaska plans a new office building those plans should include space for the children of working parents, according to the members of the Senate Health, Education and Social Services Committee. The committee today approved S.B. 247 which requires child care centers in new state office buildings and on the campuses of the University of Alaska and the state's community colleges.

"The members of the HESS committee believe it is in the public interest to encourage child care centers in public buildings," said Anchorage Senator Joe Josephson, chairman of the HESS committee. "It is our understanding that such centers will increase productivity among state employees who are working parents. We also believe it is a good idea to have child care centers located at the state's university and community college campuses to encourage our residents to further their own formal educations," Josephson said.

S.B. 247 requires that the child care centers be privately operated, and requires the commissioners of Labor and Commerce and Economic Development to determine the need for child care centers in new state office buildings. Under the bill, a minimum of 40 children and a maximum of 60 children must be served by the centers before they will be included in any of the

(more)

state's plans for new office buildings.

S.B. 247 was originally introduced by Senators Bettye Fabrenkamp (R-Fairbanks); Vic Fischer (D-Anchorage); Jalmar Kerrettula (D-Palmer); Joe Josephson (D-Anchorage); Arliss Sturgulewski (R-Anchorage); and Pat Rodey (D-Anchorage).

The legislation also allows the public to make use of the child care centers.

"Our intent is to foster productivity among Alaskan working parents, encourage them to pursue their formal educations, and to encourage the private sector to develop plans for their own child care centers at the workplace," Josephson said.

He said the dramatic increase in the number of parents in Alaska's work force prompted the committee's consideration of the legislation.

The members of the Senate HESS Committee are Senators Vic Fischer, Rick Halford (R-Chugiak), Paul Fischer (R-Kenai), and Pappy Moss (D-Delta Junction).

-30-

For further information, contact:  
Nancy Dietrick, Tel.: 465-4907

050683

SECTION ANALYSIS - SB 247

SECTION 1 FINDINGS AND INTENT

A goal of the state to foster productivity of Alaskan workers through quality day care in or near the workplace and on campus.

This will encourage private employers to provide adequate child care facilities for their workers.

SECTION 2 PLANS FOR CONSTRUCTION, EXPANSION OR RENOVATION of a state building shall include plans for a day care center for 40-60 children, if determined necessary under (b)

(b) the person responsible for work under (a) shall contact the Departments of Labor and C&RA to determine if a child care center is necessary based on need of workers and students, and the availability of licensed child care centers

(c) the person responsible for assigning or leasing space in which a licensed child care center is located shall consult with C&RA and contract with a private provider for operation of the center.

(d) use of the child care center is open to the public.

SECTION 3 immediate effective date.

May 6, 1983

Testimony in Support of S.B. 247

I am here today to speak in support of Senate Bill No. 247, "An Act relating to child care centers in state buildings". S.B. 247 addresses an urgent need of all working Alaskans who have children---the need for quality child care centers. The critical shortage of such facilities in Alaska imposes great hardship on both parents and children. Parents, many of whom must work in order to provide for their children's basic needs, are faced with the added stress of wondering if their children are being adequately cared for, worrying about the distance they would have to drive to respond to an emergency, and feeling guilty about not having more time to spend with their children. Children suffer as a result of frequent turnover of babysitters, being away from their parents for very long stretches of time, or not having opportunities to engage in constructive learning activities directed by trained pre-school instructors.

Traditional outlets for providing care to young children, such as leaving them with a grandmother or a close neighbor, are largely non-existent in Alaska as so much of our population is made up of first generation Alaskans who have moved here from other parts of the United States. Many move here because they feel they can provide a better quality of life for their children in a land of great beauty and potential.

I, too, believe Alaska is a land of great beauty and potential. That is why my husband and I have chosen to live here, and raise a family. We believe the future of Alaska lies in the hands of its children, and that they have the right to quality child care. Passage of S.B. 247 will be a significant step in alleviating the shortage of child care in Alaska. By providing space for child care facilities, private enterprise will be encouraged to provide this much needed service for Alaskan children. Parents will be relieved to know their children are being well

(cont.)

cared for, and are close enough to their own workplace that they can see them during the day when necessary or desired. Children will benefit from consistent, quality care provided by trained personnel. They will feel more secure knowing their parents are close by. They will be in an environment conducive to realizing their full potential as unique human beings.

I urge passage of S.B. 247. I urge it on behalf of the many Alaskan children who are our future.

Katie Hendrickson  
5895 Lemon Street  
Juneau, Alaska 99801

JOE Changes from Finance CS on page 3  
 highlighted in yellow.  
 (Fahrenkamp requested changes in Rules)

Hein  
 4/18/84

Original sponsors: Fahrenkamp, V. Fischer,  
 Kerttula, et al

1 IN THE SENATE

BY THE RULES COMMITTEE

2 CS FOR SENATE BILL NO. 247 (Rules)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 THIRTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to child care centers in state  
 7 buildings; and providing for an effective date."

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

9 \* Section 1. FINDINGS AND INTENT. (a) The legislature finds that it  
 10 is in the public interest to foster the productivity of Alaska workers and  
 11 to encourage and assist Alaska parents to further their own formal educa-  
 12 tion. The achievement of these goals will be served by establishing facil-  
 13 ities for quality child care services in or near the workplace and on the  
 14 campuses of the University of Alaska and the state's community colleges.  
 15 To that end, this Act provides for the creation of privately run child care  
 16 centers in state buildings.

17 (b) It is the intent of the legislature that this action will encour-  
 18 age private employers to provide adequate child care facilities for their  
 19 employees.

20 \* Sec. 2. AS 35.10 is amended by adding a new section to read:

21 Sec. 35.10.02. CHILD CARE CENTERS IN STATE BUILDINGS. (a) The  
 22 person or agency responsible for planning the construction, expansion,  
 23 or major renovation of a building owned or leased by the state shall  
 24 obtain from the Department of Labor and the Department of Community  
 25 and Regional Affairs a determination of the need for a child care  
 26 center in the building. The determination shall be based on an as-  
 27 sessment of

28 (1) the child care needs of public and private employees  
 29 who work in the building or in neighboring buildings;

1 (2) the child care needs of students who attend classes or  
2 other school functions in the building or in neighboring buildings;

3 (3) the availability of licensed child care centers located  
4 within a convenient distance from the building; and

5 (4) the economic feasibility of operating a child care  
6 center in the building.

7 (b) If the Department of Labor and the Department of Community  
8 and Regional Affairs determine under (a) of this section that a child  
9 care center is needed in a building that is owned or leased by the  
10 state, plans for construction, expansion, or major renovation of the  
11 building shall include plans for a child care center in the building.  
12 The child care center shall be designed to meet all licensing require-  
13 ments.

14 (c) The person or agency responsible for assigning or leasing  
15 space in a building in which a licensed child care center under this  
16 section is required to be located shall consult with the Department of  
17 Community and Regional Affairs and shall lease space in the building  
18 to a private child care services provider for the operation of the  
19 child care center.

20 (d) Use of a child care center in a building owned or leased by  
21 the state is open to the public.

22 (e) The requirements of (a) and (b) of this section do not apply  
23 to a building leased by the state under a pre-built lease providing  
24 for renovations for the state if the building cannot meet or be ren-  
25 ovated to meet the indoor and outdoor space requirements for a child  
26 care center that are established under regulations adopted by the  
27 Department of Health and Social Services.

28 (f) If the Department of Community and Regional Affairs deter-  
29 mines that more than one provider that is qualified to operate a child

1 care center under this section is available, the Department of Admin-  
2 istration shall invite providers to submit bids on a competitive basis  
3 for a lease of space to operate a child care center under this sec-  
4 tion. The lease shall provide for the rental of space at a rate equal  
5 to the average cost per square foot of space leased by child care  
6 providers in the community in which the building is located, as deter-  
7 mined by the Department of Community and Regional Affairs.

8 (g) The Department of Administration may adopt regulations to  
9 implement the provisions of this section.

10 (h) In this section

11 (1) "building" means a building in which the space occupied  
12 by state employees is used primarily for administrative, clerical,  
13 educational, or executive functions;

14 (2) "leased" means leased under a pre-built lease with  
15 provisions for renovations for the state or under a lease for a build-  
16 ing to be built according to state specifications, but "leased" does  
17 not include the renewal of existing leases.

18 \* Sec. 3. This Act takes effect immediately in accordance with AS 01.-  
19 10.070(c).

# STATE OF ALASKA

## DEPT. OF COMMUNITY & REGIONAL AFFAIRS

OFFICE OF THE COMMISSIONER

May 5, 1983

### POSITION PAPER

RE: SB 247

SPONSOR: Senator Fahrenkamp

#### Program Effects:

This bill would require that in the construction, renovation or expansion of State buildings that the needs for child care be assessed. Should a need exist, licensable space will be designed into the facility. The child care facility would be open to the public.

#### Comments:

The Department supports the concept of onsite child care centers in State facilities.

Child care is one of the fastest growing small service industries in the State. But, even with this rapid growth, supply has not kept pace with demand. The demand is caused by both economic and social needs. The Alaska Department of Labor revealed that in 1981, 66 percent of the women in Alaska over 16 years of age were active in the labor market. Of the mothers who have children under 6 years of age, 50 percent are employed outside the home. The availability of quality, convenient child care provides for entry of more women, especially single heads of households, into the work force.

Nationally and in Alaska, employer-sponsored onsite child care is becoming an increasingly popular employee benefit. New federal tax laws and IRS clarifications have also made this a more attractive option for employers. As one of the major employers in Alaska, the State would be joining some private employers and providing a model for others in the field of onsite child care.

The Department does have a few concerns with regard to procedures outlined in the bill. We are concerned that the needs assessment required from Department of Labor and DCRA not delay design or construction schedules. Through regulation, specific timelines and clear delineation of responsibilities must be outlined.

BILL SHEFFIELD, GOVERNOR

POUCH B  
JUNEAU, ALASKA 99811  
PHONE: (907) 465-4700

225 CORDOVA STREET - BLDG B  
ANCHORAGE, ALASKA 99501  
PHONE: (907) 264-2294

Specifically with regard to the needs assessment, DCRA will be responsible for satisfying in a timely manner the requirements for Section 35.10.021, b, 3, "determining the availability of licensed child care centers located within a convenient distance from the building."

With regard to subsection C, the Department will seek a child care consultant or Department employee knowledgeable in this area to work with the person or agency responsible for assigning or leasing space. Through regulation, criteria for a qualified contractor should be identified. We are particularly concerned that the lowest bidder not be the only criteria used in determining the contract award.

In conclusion, there is a growing need for child care in Alaska. The State of Alaska as a major employer, can act as a model for other employers in providing a service that will hold individuals, particularly women, in the work force. Senate Bill 247 can begin to address these multiple needs.

  
Mark Lewis, Commissioner

STATE OF ALASKA  
FISCAL NOTE

Revision Date \_\_\_\_\_, 1983

I. REQUEST

Bill/Resolution No.: SB 247  
 Title: Child Care Centers in State Buildings  
 Sponsor: Fahrenkamp, et. al,  
 Requestor: Senate HESS

II. FISCAL DETAIL

Dept. of Community and  
 Agency Affected: Regional Affairs  
 Program Category Affected: Soc. Services  
 BRU, Program of Subprogram(s) Affected:  
 Employment Opportunity Division

EXPENDITURES/REVENUES: (Thousands of Dollars)

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

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

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

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

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

IV. ANALYSIS: Attach a separate page for any Analysis

Prepared By: Richard Rainery *RR*  
 Division: Commissioner's Office

Phone: 465-4703  
 Date: 5/5/83

Approved by Commissioner: *Karen Pedersen for M.L. Lewis*  
 Department: Community & Regional Affairs

Date: 5/5/83

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

# naeyc- sea



## National Association for the Education of Young Children- Southeast Alaska

My name is Lynn McKinnon. My husband and I are life-long Alaskans, Juneau residents for three and one-half years and the parents of two boys. I am a member of the Alaskan Association for the Education of Young Children and the volunteer legislative advocate for the Association. I am also the fund-raising chairperson of Capital School and Membership Vice-President for the Juneau Co-operative Preschool.

I am here today to urge you to support Senate Bill 247. I will tell you why I became involved, the steps that took place before this proposal became a bill and what the benefits are for on-site child care.

Quality child care means that children are in a life-safe developmentally healthy environment with caring, competent caregivers. I would like to share with you a quote from a report entitled "Child Welfare: Day Care of Children" by Theresa Lansburgh.

"The fundamental issue in day care is how optimal nurturance of today's children can be provided at a time when both the American family and the society are undergoing vast changes.... This country primarily helps "damaged" children and broken families by providing for foster care or institutionalization. The cost of this policy -- social, financially, and in human terms -- is great. The early nurturance provided children can prevent much of the later trauma, dislocation, and disruption. Since children represent the future of the country, this policy also affects the quality of national life and the country's character and ability to meet the tests of leadership, purpose, and threats to survival. Too many children are now growing up without the opportunity to develop into contributing members of society. High-quality day care services can be an important resource for families and for enriching the development of children during their crucial formative years."

In January I read in the Empire that Governor Sheffield announced plans for new buildings to house state agencies.

**naeyc-**  
**sea**



National Association  
for the Education  
of Young Children-  
Southeast Alaska

It occurred to me that plans for child care facilities for the children of those employed ought to be included in those plans. I had read several articles about successful corporate on-site child care facilities and the advantages for employers as well as parents and children. I then discovered that bills proposing this idea had been introduced in past legislatures, but had not received the attention they deserved.

With the help of a number of people, successive meetings were held to discuss a freshly written proposal. At these meetings all who would eventually be involved should this legislation become law were able to critique and offer suggestions. Participants included representatives from the Departments of Administration, Community and Regional Affairs, Health and Social Services, Education, and Transportation as well as representatives from the Child Care Coalition. The bill was revised to better reflect the concerns expressed by each of these representatives. I feel strongly that because of the work done in advance by all the people involved that this legislation has an excellent chance of being implemented smoothly. I will volunteer any assistance necessary to help in the implementation of this legislation.

A recent status report on child care in Alaska pointed out, among other needs that:

- 1) Alaska has a greater than average need for child care services.
- 2) Day care is a sound investment for the State, at least in helping the disadvantaged. Day Care Assistance can reduce welfare and the need for other social programs. Young children reap long term benefits from quality programs.

On-site child care facilities would have many advantages to the State which would include:

- 1) Reduced costs due to improved ability to recruit highly skilled workers. An on-site child care facility would draw many professional people to the pool of available personnel.
- 2) Reduced turnover and improved retention of employees. The child care facility would enable well-trained staff members, particularly professional women, to remain on the staff.

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- 3) More effective training. By retaining existing staff the State would build on prior training and improve the value of staff.
- 4) Happier employees who would likely be more productive employees.

Advantages for parents and children include:

- 1) Relief from the anxiety of separation during the workday. Parents' accessibility to the child and availability in case of emergency helps relieve this concern and contributes to peace of mind.
- 2) The convenience of on-site care reduces the inherent stress from scheduling problems and leaves more time for the relationship between parent and child.
- 3) Nearness to the workplace allows for more time during lunch for parent and child to be together.
- 4) Studies have shown that the greater the parent involvement the higher the quality of the child care. A center near the workplace would increase parental involvement.
- 5) Women could return to employment from maternity leave sooner, and if they chose, could continue to nurse their babies.

The structure and lifestyle of the Alaskan family has changed dramatically, economic necessity dictating that many women have passed the point where they have a choice about entering or continuing in the labor force. This legislation would affect all Alaskans by demonstrating a continued commitment from the State in supporting families, and the enrichment of social, physical and intellectual experiences for children. Yes, it will cost the State money initially for the space to be included in building plans. I would like to quote an article about the on-site child care facility at the Fox-Chase Medical Center in Philadelphia regarding cost-effectiveness:

"Retirement programs can cost from 8% to 10% of total direct payroll, and basic family dental plans will generally range from 1% to 1.5% of the same payroll base. In contrast, the child care program at Fox-Chase is expected to draw .5% of direct payroll in the first year operating costs, plus approximately .3% of payroll for initial seed money. If this program significantly decreases turnover,

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increases retention and increases effectiveness of training,  
then the cost-benefit ratio would be great indeed."

Senate Bill 247 allows only for space to be provided for the  
facility. The expense of operating the facility would primarily  
be born by the private provider contracting for the service.

I question whether we can afford not to implement this  
valuable program, and will close with another quote by Arnold Hiatt,  
president of the Stride Rite Center on corporate premises:

"All of today's delinquents were three and four year  
olds a short time ago. Efforts to train hard-core un-  
employables have been largely futile. Our tax dollars  
provide merely custodial care. The cost of teaching a  
child to sing, to grow and to trust peers and adults in  
a positive environment is small in comparison."

Children are our most important renewable resource. The  
relationship between the workplace and child care has great  
significance to fostering optimal nurturance in the family.

Lynn McKinnon  
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STATE OF ALASKA

OFFICE OF THE GOVERNOR

ALASKA WOMEN'S COMMISSION  
3601 C STREET - SUITE 742  
ANCHORAGE, ALASKA 99503

MEMO

TO: Senate Finance  
FROM: Kathy Marshall, Executive Director  
SUBJECT: Senate Bill No. 247  
DATE: February 6, 1984

The Alaska Women's Commission is committed to addressing the pressing Alaskan problem of insufficient and inadequate child care facilities and child care programs. There is a tremendous need for quality, affordable, accessible care for children of employed parents.

Nationally, both public and private employers are recognizing that quality child care is at least as important to the families of many employees as health insurance, retirement plans and other more traditional benefits. Studies have indicated that on site child care reduces absenteeism and turnover rates which results in tremendous savings.

The Commission, therefore, supports the creation of privately run child care centers in State buildings.

CC:  
Senators  
B. Fahrenkamp  
V. Fischer  
J. Kerttula  
A. Sturgulewski  
J. Josephson  
P. Rodney