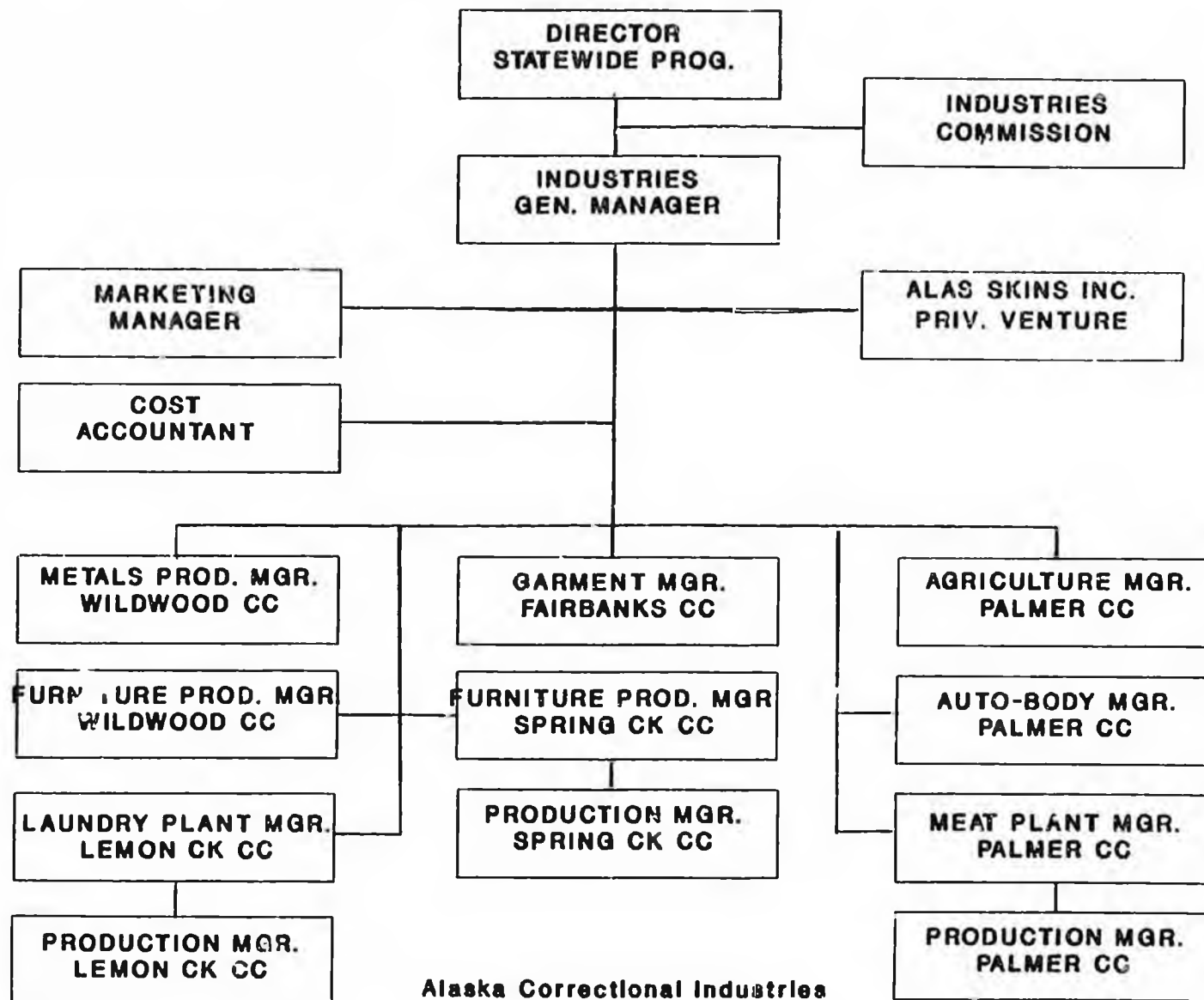


**ALASKA LEGISLATURE COMMITTEE FILES 1991-1992 8672**

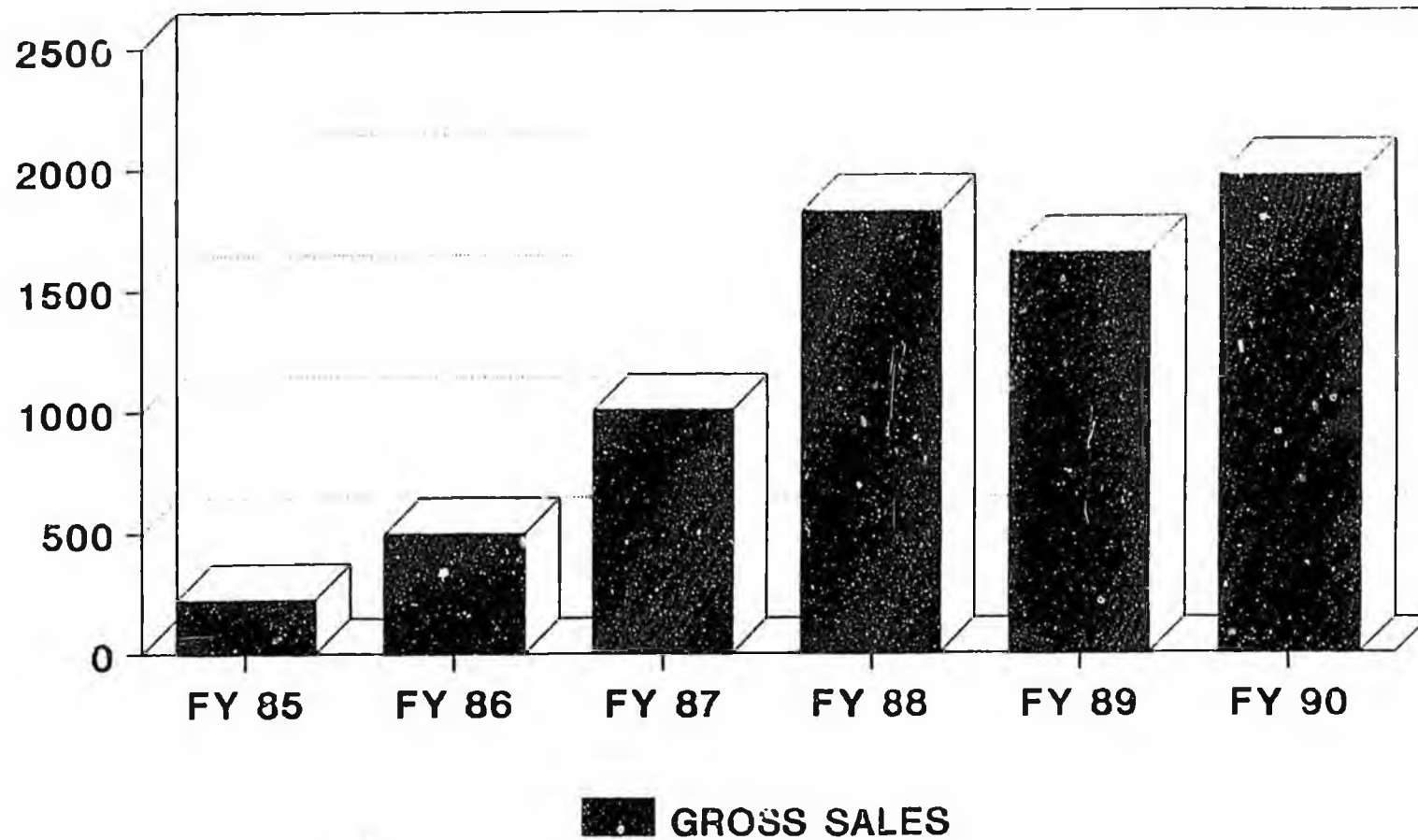
**7411 SENATE HEALTH EDUCATION & SOCIAL SERVICES**



Alaska Correctional Industries  
Organizational Chart  
Statewide Programs

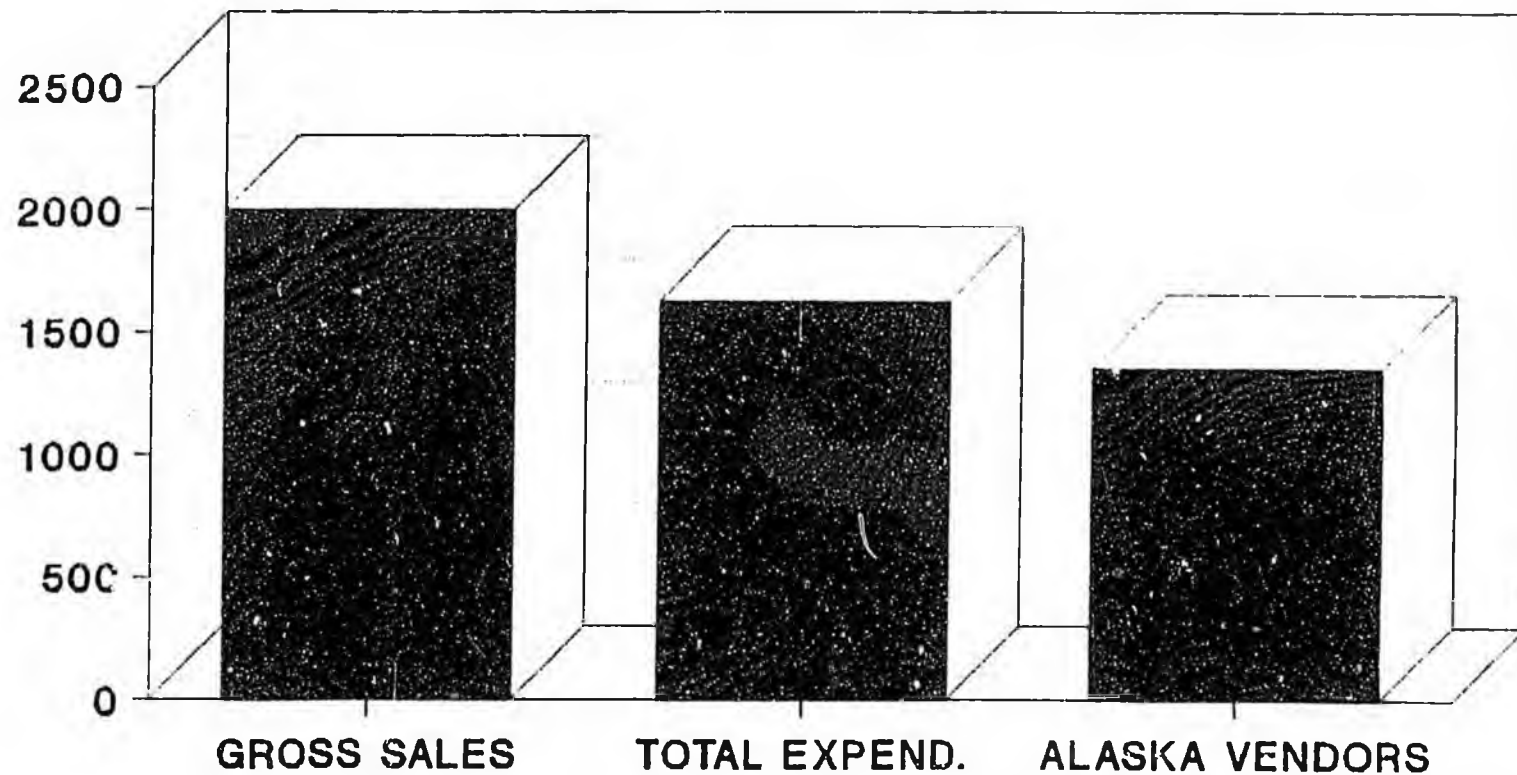
# CORRECTIONAL INDUSTRIES

## Annual Sales



In Thousands

# CORRECTIONAL INDUSTRIES FY 90 SALES



262 ALASKAN VENDORS USED  
OR  
83% OF ALL  
PURCHASES

■ ACI ACTIVITY

IN THOUSANDS

## ALASKA CORRECTIONAL INDUSTRIES

### LEGISLATIVE REPORT

March 12, 1991

#### INDUSTRIES OPERATIONS:

The Alaska Correctional Industries program had an active operation by the end of February, 1991 in the following industries:

1. Juneau Commercial Laundry
2. Kenai Metals Plant
3. Kenai Furniture/Office Systems Panels Plant
4. Palmer Farm/Green House Operation
5. Palmer Auto-Body Repair Shop
6. Palmer Mt. McKinley Meat Plant
7. Fairbanks Garment/Flat Goods Shop
8. Seward Furniture Plant

The employment of 160 inmates at the end of February, 1991 represents an increase of 6.6% over the prior year's employment level. This represents employment of approximately 6% of the state's incarcerated inmate population. Since our programs inception in 1982, the program has continued to expand and now in fiscal year 1991 is operating eight industries in six separate locations. Year-to-date in January, the Correctional Industries Program had provided 157,410 hours of inmate labor in the production of its services and products.

#### REVENUE SALES:

FY-88	\$1,827,000
FY-89	\$1,655,000
FY-90	\$1,970,154

The products and services produced by Alaska Correctional Industries are available to local, state, and federal government, school districts, non-profit organizations, and approved designated wholesalers. This year's year to date gross sales as of January was established at approximately \$1.2 million. projections for this fiscal year's gross sales is anticipated to approach \$2.3 million.

#### LEMON CREEK CORRECTIONAL CENTER:

The Juneau Commercial Laundry Operation continues doing excellent work for the Alaska Marine Highway system, as well as meeting the correctional center's needs at the Lemon Creek and the Johnson Youth facilities. The Juneau Recovery Unit and the Shrine of St. Teresa are also active customers. Approximately 97% of this operation's business are receipts from the Alaska Marine Highway system who formerly had its laundry serviced in Seattle, Washington and Prince Rupert, Canada. The total operation's FY-90 Gross Sales of \$270,531 surpassed the FY-89 sales volume of \$243,789. The

Laundry's projection for FY-91 indicates a slight increase in gross sales. Due to labor intensity, the Commercial Laundry operation will remain as one of the mainstays of the Industries program.

Staffing: Two production managers and 29 inmate staff

#### WILDWOOD CORRECTIONAL CENTER:

The Kenai Metal Fabrication Plant came on line in 1986, but did not receive a large production order until 1987. At that time, the plant turned out the metal cell furniture order for the new Spring Creek Correctional Center at Seward, Alaska. The order was originally to be placed with a firm in Hayward, California, but the order was changed so that the correctional industries metal plant could produce the job. Steel was bought from local vendors, the finished products were trucked to the site by local vendors, and the local economy enjoyed an additional \$150,000 of purchases that would otherwise have gone to a California vendor. The plant currently has a small standard product line and will provide custom work for all qualified markets. In FY-90, the shop produced \$60,000 in fish incubator (Kotoi) boxes for the Department of Fish and Game that had previously been awarded to out of state vendors. This shop attained \$145,677 in gross sales which was a large increase over its FY-89 sales level of \$68,536 primarily due to the Fish and Game order.

Staffing: One production manager and 10 inmate staff

The Kenai Furniture Plant began limited operations in 1986 and came fully on line in 1987. Quality control measures have been improved and sales to the State of Alaska agencies have been successful. There are no wholesale sales to the private sector, although several inquiries from private vendors have been received and this market is under analysis for development. The standard products include the more institutional line of couches, chairs, end tables, data tables, conference tables, dorm furniture, and book cases. In January of 1991, the program received the necessary approvals to develop a product line of office panels systems furniture. This product line will replace a majority of products made at the Kenai facility. The current product line will be transferred to the new furniture facility in Seward. The Kenai furniture operation attained a FY-90 gross sales level of \$455,319. \$343,636 was expended to attain this level of sales with 73.5% or \$252,421 of total expenditures through Alaskan vendors.

Staffing: One production manager and 34 inmate staff

#### PALMER CORRECTIONAL CENTER

The Palmer Farm Operation was instituted as a correctional industry in 1984, and has made slow steady progress over the ensuing time. Additional acreage has been prepared to increase the harvest size to meet the needs of the Department of Corrections. The farm continued in FY-90 and FY-91 in selling potatoes and vegetables to Southcentral Correctional Facilities and other State Institutions

as well as flowers which are utilized by the Anchorage International Airport and for various state beautification projects. The very favorable growing conditions during last summer allowed a banner crop of 330 tons of potatoes to be harvested in FY-90. The very favorable crop success and available sales volume of \$66,753 allowed a modest profit for FY-90.

Staffing: one production manager and 10 inmate staff

The Palmer Auto-Body Repair Shop began as a correctional industry in 1984 with the purchase of new equipment that allowed the shop to produce repairs of commercially acceptable quality. The Auto-Body Shop continues to do all auto-body repair on state vehicles primarily in the Southcentral region of Alaska, providing fast turnaround and high quality work. During FY-90, this operation attained \$71,130 in gross sales. The program is currently working in conjunction with the DOT State Equipment Fleet staff to identify heavy equipment that could be refurbished by this operation to expand the capabilities of this industry.

Staffing: One production manager and 6 inmate staff

The Mt. McKinley Meat and Sausage Company operates in conjunction with the Palmer Correctional Center but is located within the town of Palmer. This operation was acquired under a lease agreement with the Division of Agriculture, Department of Natural Resources in 1987 and was brought back on line after sitting dormant for one year. The original private sector owner of the plant was losing in excess of \$1,000,000 per year due to high labor costs and too low a level of production. While the correctional industry operation has lost money in FY-87, 88, 89, and 90, the operation has continued to improve in its goal to be self-sufficient. Due to increased market demands involving the processing of reindeer, and the ability to sell wholesale to private sector entities, this plant should be able to break even during FY-91. The operation experienced \$910,795 in gross sales in FY-90 and it is estimated it will exceed \$1,000,000 in gross sales during FY-91. Mt. McKinley Meats has been well received by the Alaska Farmers and Stockgrowers Association and the association supports its continuation in providing a stable wholesale market for Alaskan meat products.

Staffing: Two production managers and 28 inmate staff

#### FAIRBANKS CORRECTIONAL CENTER

The Fairbanks Garment/Flat Goods Operation was approved for implementation in FY-90 and began operations in FY-91. This industry is now in operation and is providing products to the Department of Corrections only. This is due to the concerns of negatively impacting existing private sector businesses. Any additional markets for this operation will be opened only after evaluation by the Correctional Industries Commission and review by the Commissioner of the Department of Corrections. The operation currently produces inmate clothing and flat goods for institutional use. All capital expenditures to open this industry were financed through revenues from the correctional industries program. Year-to-date FY91 sales in January attained the level of \$41,929.

Staffing: One production manager and 15 inmate staff

#### SPRING CREEK CORRECTIONAL CENTER

The Seward Furniture Plant was developed in FY-90 and became fully operational in FY-91. As noted, this industry will manufacture the program's line of oak furniture that was previously produced at the Kenai Furniture Plant. The new facility will provide additional space and is more conducive to the manufacturing of wood furniture products.

Staffing: Two production managers and a current inmate staff level of 24

#### ADMINISTRATIVE FUNCTIONS

A Correctional Industries General Manager, Marketing Representative, and Accountant perform the day to day administrative functions of managing and coordinating the Correctional Industries Program. 3 inmates provide assistance in the clerical, marketing, and accounting functions.

#### OVERVIEW

The entire staffing (14 staff positions) of the correctional industries program is comprised of 11 production managers, 1 accountant, 1 marketing representative, and 1 general manager. The program operates under the supervision of the Director of Statewide Programs, Department of Corrections.

The Correctional Industries program operates under Chapter 32, Section 33 of the Alaska Statutes as approved by the legislature in 1982.

Alaska Correctional Industries has become a major resource to the State of Alaska by keeping tax dollars at home and by providing needed products at affordable prices. However, to an even greater extent, the value of the ACI program lies in its ability to return productive citizens to our society. By providing greater numbers of prisoners with work opportunities to learn employable skills and a positive work ethic, ACI helps to reduce recidivism and reduce the cost of incarceration.

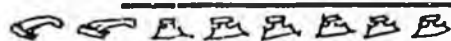
## GENERAL INFORMATION

State	Open Market Law?		Sales With Other States?		Statutes Allowing Business Participation?		Wages Paid? (In Dollars \$)	State/Agency Use Law?	
	YES	NO	YES	NO	YES	NO		YES	NO
Alabama		●		●	●		7.00	●	
Alaska		●	●		●		.90	●	
Arizona	●		●		●		3.21	●	
Arkansas		●	●		●		N/R	●	
California		●	●			●	.30 - .95/Hr.	●	
California Youth	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R
Colorado	●		●		●		2.00	●	
Connecticut		●	●		●		.39 - .74/Hr.		●
Delaware	●			●	●		1.80		●
District of Columbia			●			●	.75	●	
Florida	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	
Georgia		●	●			●	N/R	●	
Hawaii		●	●			●	4.00		●
Idaho	●		●		●		.62/Hr.	●	
Illinois		●		●		●	4.50	●	
Indiana	●			●	●		1.49	●	
Iowa	●		●		●		3.25	●	
Kansas		●	●		●		1.05		●
Kentucky	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R
Louisiana		●	●		●		.32 - .80		●
Maine	●			●	●		N/R	●	
Maryland		●	●			●	3.70	●	
Massachusetts		●		●		●	.50 - 1.00	●	
Michigan		●	●		●		4.50	●	
Minnesota	●			●	●		.40 - 4.15/Hr.	●	
Mississippi		●	●			●	2.50	●	
Missouri		●	●			●	1.00	●	
Montana		●	●		●		4.65	●	
Nebraska	●		●		●		5.50	●	
Nevada	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R	N/R
New Hampshire	●		N/R	N/R	N/R	N/R	3.00	●	
New Jersey		●		●		●	2.00 - 2.40	●	
New Mexico		●	●		●		N/R	●	
New York	N/R	N/R		●		●	N/R	N/R	N/R
North Carolina		●	●			●	.70	●	
North Dakota			●			●	9.45	●	
Ohio	●		●			●	N/R		●
Oklahoma	●		●		●		2.30	●	
Oregon	●		●			●	2.00 - 6.00	●	
Pennsylvania		●	●			●	6.50	●	
Rhode Island	N/R		●			●	2.00 - 3.00	●	
South Carolina	●			●	●		1.85	●	
South Dakota		●		●		●	2.55	●	
Tennessee		●	●		●		5.46	●	
Texas		●	●		●		N/A	●	
Utah		●	●		●		.75 - 4.00 Hr.	●	
Vermont		●	●			●	5.00		●
Virginia		●	●			●	3.00	●	
Washington	N/R	N/R	●		●		.20 (Class II)	●	
West Virginia		●	●			●	2.00	●	
Wisconsin		●	●			●	4.69	●	
Wyoming		●	●			●	1.19	●	
Canada	N/R	N/R	N/R	N/R	●		6.00	●	
Federal		●		●		●	6.16	●	

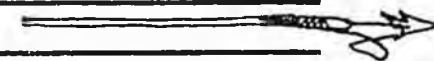
APR 23 1991



# KAWERAK, INC.



P.O. BOX 948 • NOME, ALASKA 99762



(907) 443-5231

SERVING THE  
VILLAGES OF:

- BREVIK MISSION
- COUNCIL
- DIOMEDE
- ELIM
- GAMBELL
- GOLOVIN
- KOYUK
- NOME
- SAVOONGA
- SHAKTOOLIK
- SHISHMAREF
- SOLOMON
- STEBBINS
- ST. MICHAEL
- TELLER
- UNALAKLEET
- WALES
- WHITE MOUNTAIN

April 18, 1991

The Honorable Drue Pearce, Chair  
 Senate Labor & Commerce Committee  
 P.O. Box V  
 Juneau, Alaska 99811

Dear Senator Pearce:

You will find enclosed a copy of an approved resolution which was formally passed at the 1991 Annual Meeting of the Reindeer Herders Association on March 15, 1991.

The resolution, 91-01, supports the continuation of the correctional industries program, as proposed by SB 227 and HB 166.

Please feel free to contact me for more information at 443-5231.

Sincerely,

REINDEER HERDERS ASSOCIATION

*Rose Atuk Fosdick*  
 Rose Atuk Fosdick  
 Director

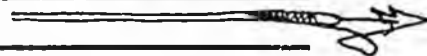
Enclosure



# KAWERAK, INC.



P.O. BOX 948 • NOME, ALASKA 99762



(907) 443-5231

## REINDEER HERDERS ASSOCIATION CORRECTIONAL INDUSTRIES RESOLUTION 91-01

SERVING THE  
VILLAGES OF:

- BREVIK MISSION
- COUNCIL
- DIOMEDE
- ELIM
- GAMBELL
- GOLOVIN
- KOYUK
- NOME
- SAVOONGA
- SHAKTOOLIK
- SHISHMAREF
- SOLOMON
- STEBBINS
- ST. MICHAEL
- TELLER
- UNALAKLEET
- WALES
- WHITE MOUNTAIN

WHEREAS, the Correctional Industries Meat Plant is operating to provide a stable market for Alaska Grown livestock, including reindeer, and

WHEREAS, the meat plant is providing a source of quality local products for consumption by state institutions and purchases by local meat wholesalers and processors and

WHEREAS, the \$850,00 of livestock purchased for local producers stayed in the state economy instead of going to lower 48 producers and

WHEREAS, the slaughter and processing of reindeer through this inspected plant is providing a critical marketing service in expanding the industry and

WHEREAS, the Correctional Industries is providing training in proper handling and marketing of Alaska Grown products for both instate and potential export markets of meat products.

NOW THEREFORE BE IT RESOLVED, that continued operation of the Correctional Industry Meat Plant is recommended to provide a cost effective means of developing the reindeer industry as a key part of the livestock production sector in the Alaska economy.

BE IT FURTHER RESOLVED that the Reindeer Herders Association in its annual meeting March 14-15, 1991 in Nome endorse the Correctional Industries Meat Plant project and the continued processing of reindeer and encourage the Alaska State Legislature to support House Bill 166 which continues the Correctional Industries Program.

Tom [Signature]  
President, Reindeer Herders Assn.

11-11-91  
Date

Rad. bill file

APR 15 1991

April 10, 1991

Lloyd Hames  
Commissioner of Corrections  
P.O. Box T  
Juneau, Alaska 99801

**Sunrise Bakery**  
**Wonder Bread - Hostess Cake**  
2248 Spenard Road  
P.O. Box 92517  
Anchorage, Alaska 99509  
(907) 277-3548

Commissioner Hames:

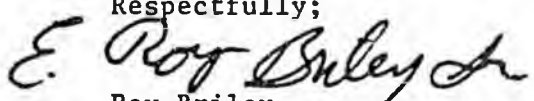
Thank you for taking my phone call this past week. You were very courteous and open about your objectives with the corrections department. We applaud you in your efforts to reduce state spending. We are taxpayers and appreciate whatever monies you may save us.

My phone call was of course prompted by your future plans regarding the purchase of baked goods. We have been told by reliable sources that your plans include purchases for all prison goods from one consolidator based in Seattle. The firm name we understood is N.O.E.L. Foods. Our concern is that consolidation in Seattle could put us at a disadvantage in bidding. We currently bid the prisons systems with an F.O.B. price delivered to their location. You are given an excellent price which can not be beaten by a Seattle baker. However if the rules change we would be hurt.

Commissioner Hames, thank you for taking my call and now the time to read my letter representing the bakeries 160 employees and their families. In closing I would like to list for your consideration 5 advantages to purchasing from our bakery.

1. Freshness
2. Quality
3. The advantage the Alaska economy receives when we buy Alaska
4. The tax base established by an ALaskan manufacturing facility.
5. The disadvantage Alaska would have if it were to loose it's only large commercial bakery.

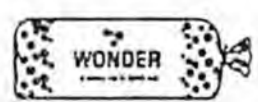
Respectfully;



Roy Briley  
General Manager Sunrise Bakery

- cc: Frank Prewitt Jr. - Deputy Commissioner of Corrections  
 Drue Pearce - Senator  
 Pat Rodey - Senator  
 Loren Lemam - State Representative  
 Dave Donley - State Representative  
 Max Gruenburg - State Representative  
 Ray Faccenda - Vice President of Continental Baking Company W.D.O.  
 Mike Walters - Continental Baking Company W.D.O. Bread Sales Manager  
 Dave Thompson - Make it ALaskan  
 Joe Vantreeck - General Manager of Matanuska Maid Dairy  
 Dave Choquette - Representative

All distributors Statewide and their Employees  
Bakery Employees





## Chamber of Commerce

124 West 5th St., Juneau, Alaska 99801

Phone: (907) 586-6420 FAX: (907) 463-5670

Representing The Local Business Community

April 23, 1991

The Honorable Senator Pearce, Chairman  
Labor & Commerce Committee  
State of Alaska Legislature  
P.O.Box "V"  
Juneau Alaska

Dear Senator Pearce,

We initially thought the Department of Corrections business unit was a vocational training program for inmates. But this apparently is not the case. According to testimony given by the Department's management at a recent hearing, it was stated that this is a program to "keep idle hands busy". Unfortunately, only 6 % of the inmates participate and only those subjected to very careful and selective screening.

We support a strong program to teach inmates a vocation that can be used after they leave the prison system, however, many of the jobs learned in the existing prison program are not in demand within our state. It has to be somewhat discouraging to the inmates when they find that their training has minimal value in the job market. We would suggest that a stronger emphasis be placed on training employable job skills to these inmates to prepare them for gainful employment upon release from the Corrections Department.

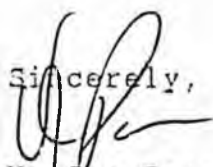
Currently the State Department of Corrections has the legal authority to bypass the State of Alaska's established purchasing policy for competitive bids. The Legislature mandates that "a product or service provided by correctional industries that meets marketable standards of quality and meets the needs of state agencies at reasonable cost, ... SHALL BE purchased by state agencies. It does not say MAY BE purchased. These items are not put out for competitive bid, and the State agencies MUST buy from the Dept of Corrections regardless if better service, delivery, or quality is available from another vendor.

We strongly object to the mandatory purchase requirement that eliminates the private sector from even bidding on State purchases. Even though the law states that the program is to have a "minimal negative impact" on the private sector, the mandatory purchase requirement in fact puts the Department of Corrections and therefore the State in direct competition with the local merchants.

Currently the Dept of Corrections is in the following businesses; butcher shop, office furniture manufacturing, laundry, agricultural farming, autobody repair, garment manufacturing, and metal fabrication. We are asking that in the future when the Corrections Dept considers new programs, more appropriate notification be given to the private sector to insure maximum participation in the public hearings process.

We would appreciate your support of these proposed changes and concerns of the Alaskan business community.

Sincerely,



V. Joe Poor  
Executive Director

12901 Lupine Road  
Anchorage, Alaska 99516  
March 31, 1991

Senator Jim Duncan  
P.O. Box V  
Juneau, Alaska 99811

Dear Senator Duncan:

I am very, very strongly opposed to this Bill ( see enclosed newspaper article).

Through taxes, the people of the State of Alaska supply food and housing for these inmates, and the people of the State of Alaska are the ones who should benefit from prison labor, through the manufacture of items to lower the cost of State Government.

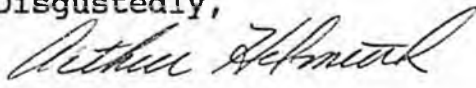
Senator Duncan, just where do you and people such as Capital Office Systems get the idea that they should be the only ones to benefit ( through the sale of furniture), when prison labor is supported by all the people of the State of Alaska?

As a matter of fact, the Prisons Industries Program should be expanded to include the manufacture of items such as License Plates, as is done by prison industries in other states.

It is little wonder that management of state programs is in such disarray, when we have legislators introducing bills containing such fuzzy logic!

Incidentally, I am employed by private industry.

Disgustedly,

  
Arthur Helmuth

cc: Governor Hickel  
Senator Collins  
Senator Sturgulewski ✓  
Rep. Bruckman  
Rep. Choquette  
Capital Office Systems

# Prison work at issue

## Practice defended by commissioner

The Associated Press

JUNEAU — The state corrections commissioner told business leaders that if they don't like the idea of inmates making products for state government, they should change the law.

Lloyd Hames' comment came during a recent meeting of the Juneau Chamber of Commerce to discuss how putting inmates to work may compete against private enterprise.

Alaska law says state government must buy from the prison industries program as long as the inmate-manufactured product is competitively priced and meets quality standards.

Supporters of the program say it benefits the state and gives inmates job skills. Opponents say the law does not allow private businesses to bid on some products or services that the prison supplies.

The meeting heated up when Hames took the chamber to task for a letter notifying members of the meeting. It contained critical comments about the prison industries program.

"I was really frustrated with this letter that went out," Hames said. "We have statutes. We have regulations. If you want to change

# PRISONS: Work is challenged

Continued from Page D-1

the sucker, then go up there and change the rules, because we're doing what we're supposed to do."

A bill introduced Monday by Sen. Jim Duncan, D-Juneau, would require a public hearing for any expansion of the program. The legislation would also eliminate the requirement that says state government must buy from prison industries.

Duncan said Senate Bill 184 is a result of complaints about the program.

"I support correctional industries, but we should not be doing it to the point where we're getting into competition with the private sector," he said.

Prison industries manager Wally Roman acknowledges the program is controversial.

"Everybody says 'work those inmates,' but it's when we decide what to work them with where the problem arises," he said.

The program employs 160 inmates in eight shops throughout the state. Inmates repair state vehicles, make office furniture and grow vegetables, among other things, Roman said at the chamber meeting Friday.

Roman said the program keeps tax dollars at home. The state grossed \$2 million in prison sales last year but it spent \$1.6 million on supplies and materials — 83 percent of which came from 262 Alaska vendors, he said.

*Anchorage Daily News  
March 12, 1991*

# Alaska State Legislature



SENATOR  
ARLISS STURGULEWSKI

311 C STREET, SUITE 550  
ANCHORAGE, ALASKA 99501  
(907) 561-7615

While in Juneau  
P.O. BOX V  
JUNEAU, ALASKA 99811  
(907) 465-3818

Senate

March 21, 1991

Mr. Charles Campbell  
3020 Douglas Highway  
Juneau, Alaska 99801

Dear Charles:

Thank you for both your letter of March 19 and your letter of March 20. I could ask for Senate Bill 184 to receive an additional referral to the Senate Health, Education, and Social Services Committee. However, I will do so only at your indication that the bill has gone too far, and would thwart the development of the prison industries program.

I know that you will be following the legislation, and I also will attempt to do the same. I would like to ask you to pay particular attention to the bill because of your interest and knowledge in the subject, and to inform me if you see things going awry. I have alerted Senator Pearce to my interest in the bill and to my strong, solid support of the prison industry program. I will be more than happy to go to her in the event it appears that the legislation is headed towards becoming unduly restrictive.

Thank you for your continued interest in this issue. I appreciate the work that you do.

Kindest regards,

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

Arliss Sturgulewski  
Alaska State Senator

March 20, 1991

Senator Arliss Sturgulewski  
Alaska State Senate  
Juneau, Alaska

Dear Arliss:

Re: SB 184

Yesterday I dropped off a letter at your office expressing concern about SB 184. According to a draft I had been given, Senator Duncan's bill would have eliminated the "state use" provision of the legislation that authorizes operations of a Correctional Industries program. Much of my letter is devoted to making a case against changing that provision. I have before me a copy of SB 184 and am pleased (and a little embarrassed) to note that Senator Duncan appears to have backed off on his apparent earlier intent to make substantial changes and, in my view, unwise changes in the Correctional Industries legislation.

It appears that SB 184 would do nothing more than strengthen the requirements concerning public hearings by the Correctional Industries Commission. I have no objection to this. I don't know where the Department of Corrections stands on it.

Please disregard my expressions of alarm about the "state use" provision change. I would, however, commend the other observation in my earlier letter to your attention.

Thanks very much for any help you can offer toward supporting development of a stronger correctional system.

Sincerely,



Charles Campbell  
3020 Douglas Highway  
Juneau, Alaska 99801

536-5793

Senator Arliss Sturgulewski  
Chairperson, Senate HESS Committee  
The Alaska State Senate  
Juneau, Alaska

March 19, 1991

Re: SB 184

Dear Arliss:

When the enabling bill for Correctional Industries was considered in 1982, the year the legislation was enacted, HESS carried the main load in reviewing the bill. For reasons unknown to me SB 184 was not, when I last checked, assigned to the HESS Committee. But it should be, because there are important social and public interest implications to be considered.

I am not sure how you will come out on the question after you consider the changes Senator Duncan is proposing in this bill, but I do know that you realize the seriousness of the problem of idleness in Alaska prisons. Without question, it contributes to the inability of so many releasees to function responsibly in the community. It is critically important for our state to have a good Correctional Industries program.

At present, Correctional Industries employs 160 inmates. Each of these inmates is having a positive experience from every standpoint. They are learning good work habits and skills that will be useful to them after release, and are thus becoming more employable. Those who have families are contributing to the support of their families. They are setting aside funds that will be needed after release. And, perhaps more important than anything else, they are developing attitudes toward work and responsibility that will increase their chances of succeeding after release. It should be clear to all that a strong prison industries program is in the public interest.

The 160 employed by Correctional Industries represent about 6% of our in-state prisoner population. The national average is 10%. My view is that 10% would be a reasonable goal. It is customary for inmates go on an industries waiting list. A substantially greater number of inmates, than the number employed at any one time, can be given industries jobs before the end of their confinement. Still, unless we reach that 10% goal, we cannot claim to have developed the kind of prison industries program that we should have.

My intent is to do everything possible to help Correctional Industries reach the 10% goal, because of my interest in Alaska's having a good correctional system. Wally Roman, the Correctional Industries manager, tells me that we might have trouble continuing employment of 6% if SB 184 passes. I am not qualified to offer an opinion on the more intricate financial and business implications of Senator Duncan's desire to deprive Correctional Industries of the advantages of the "state use" provision, but I do know the following.

Committees of both houses of the Legislature carefully considered the implications of the "state use" provision before enacting the legislation in 1982. The provision requires state agencies to purchase products and services from Correctional Industries, if and when Correctional Industries is capable of providing such products and services at reasonable cost and of good quality.

Correctional Industries has been in operation for almost nine years, developing at a very modest pace because of the restraints built into the enabling legislation.

The Correctional Industries Commission has done a good job of protecting the private business sector, while also considering the public interest. Because a couple of in-state providers objected, Correctional Industries did not go into metal road signs manufacture, a standard product in other prison industries around the country. Correctional Industries did not open a print shop because of possible competition with private print shops. Correctional Industries would liked to have manufactured pressure sensitive decals and license plate stickers, required in large volume by the state. Private print shop owners complained that they might someday want to enter that line, so a Correctional Industries shop was not opened and the state continues, three years later, to buy this product from an out-of-state source.

At the direction of the Correctional Industries Commission, the metal furniture operation was closed down because the Commission felt that too much money was going out of state for purchase of components. The kit built furniture operation was closed down for the same reason.

As a result of the Correctional Industries Commission's policy Alaska businesses do very well as suppliers to Correctional Industries. Last year Correctional Industries had about \$2 million in gross sales. It had \$1.6 million in expenditures. 83% of this amount was spent in Alaska.

Office partitions panels are not manufactured in Alaska. Having shut down its metal furniture operation, Correctional Industries needs an industries line for employment of the Wildwood Correctional Center inmates. The wood furniture operation has been moved to the long term facility at Spring Creek- thus the decision to move into manufacture of partition panels at Wildwood. Incidentally, prison industries in 39 states manufacture office partition panels for sale to state agencies.

Senator Duncan became interested in this matter after Terry Quinn, an owner of Capital Office Supply, complained to him that the "state use" provision might reduce or eliminate his sales of panels to the state.

Capital Office Supply would purchase the panels from an out of state supplier and broker them to the state agency. Correctional Industries would manufacture the panels at WWCC in Kenai, from

materials purchased from Alaska suppliers, except for patented hardware such as hinges and caps.

There is no question that Correctional Industries' beginning of a office partition panel operation will negatively impact one of Capital Office Supply's hundreds of product lines, but it would generate business for other suppliers in the state, it would keep more money in the state, and it would provide an ideal product for Correctional Industries, providing jobs for inmates, some of whom are released everyday to live among us in the community.

Capital Office Supply may or may not suffer any lose in profits because of this instance of the effect of the "state use" provision for Correctional Industries, but that company's welfare is not threatened. State agencies have myriad requirements that will keep Capital Office Supply profitable and happy, I should think, for the foreseeable future.

The public interest is served by Alaska's having a correctional system based on "principles of rehabilitation" as required by the Alaska State Constitution. I don't know much about business, but I do know that a strong Correctional Industries program is essential to the kind of correctional system envisioned by the framers of that constitution. I honestly believe that had Senator Duncan considered the public interest aspects of this matter more carefully, he might not have chosen to attempt to restrain such an ideal Correctional Industries activity at the behest of Capital Office Supply. I believe that the Greater Juneau Chamber of Commerce might want to rethink its position and consider recalling the somewhat misleading information it has sent out to its membership. Indeed, I should think that a public spirited firm like Capital Office Supply, greatly respected in this community, might want to look at this matter again, taking into account the public interest aspect of the situation.

I offer these observation to you, knowing that, as a strong supporter of good corrections, you will give them careful consideration.

Sincerely,

  
Charles Campbell

3020 Douglas Highway  
Juneau, Alaska 99801  
586-5793

# THE JUSTICE REPORT™

"IN FAITHFULNESS  
HE WILL  
BRING FORTH  
JUSTICE."  
ISAIAH 42:3 (NIV)

## JF: BROADER MARCHING ORDERS

From its founding in 1983, Justice Fellowship has equipped citizens to influence the nation's criminal justice system. Across the country biblical standards of restorative justice are being implemented: Nonviolent criminals are being diverted into community-based restitution-rehabilitation programs; victims are getting a larger role in the criminal justice process.

JF task forces, in place in 22 states, have typically poured most of their energies into the passage of legislation—creating and funding alternative sentencing options and improving victims' rights.

But JF has recently committed itself to revised objectives that will broaden its sphere of influence: reform involves more than the passage of bills. For effective, long-lasting results, volunteers need to work with officials in all three branches of government—with agency leaders, judges, and legislators.

The benefit of this attack on three

fronts is evident with a quick glance at the work of volunteers in three states, Michigan, Arizona, and Florida.

Executive Director of Alternative Directions (a residential program for probationers in Grand Rapids, Michigan) John Wynbeek now chairs the Michigan JF Task Force. Wynbeek is leading the

contact with Dennis Schrantz, executive director of the Michigan Office of Community Corrections (MOCC), the agency responsible for implementing the state's Community Corrections Act. Once the office was created, Wynbeek offered assistance and clarification about the task force's goals.

"Dennis would echo that he needs an organization like JF to support [MOCC's] work in the community," Wynbeek says. JF volunteers take an active role in educating citizens as well as criminal justice professionals.

In Arizona, Judge Colin Campbell of the superior court of Arizona, Maricopa County—and a member of

the Arizona JF Task Force—stresses the importance of educating judges about the great potential of community-based punishments. "Often we just look to getting the legislature to create alternatives . . . but you also have to convince the judiciary that these are worthwhile programs to put people in. Judicial officers

YOU CAN HAVE LEGISLATION  
ON THE BOOKS, BUT IF YOU DON'T  
HAVE EFFECTIVE IMPLEMENTATION,  
YOU HAVE NOTHING.

task force to work with the agency responsible for implementing community corrections so that the programs are consistent with restorative justice. "You can have legislation on the books," says Wynbeek, "but if you don't have effective implementation you have nothing."

To do that Wynbeek stays in close

CONTINUED ON PAGE 2

## JF: BROADER MARCHING ORDERS

CONTINUED FROM PAGE 1



*John Wynbeek works to implement community corrections in Michigan.*

resist [sentencing] programs that come at them with the sense that people are telling them what to do."

The Arizona JF Task Force has found a good, nonconfrontational way to gain audience with judges: Campbell served two years on the Maricopa County Community Punishment Advisory Committee, and Task Force Chairman Wally Larson now chairs the same committee. From that platform JF volunteers are able to present and answer questions about alternative programs.

Campbell and task force members are also observing and offering input to the Arizona Supreme Court committee that is implementing a victims' bill of rights approved by Arizona voters on the November 1990 ballot.

"Converted" judges can be able community spokespersons, Campbell asserts. "There is a great deal of respect for the judiciary. To some extent we need to get judges back out into the community to be leaders . . . [In the past 40 years] judges have become more aloof and isolated to try to protect their independence and integrity. I think we need to break down the barriers a bit and get judges out there speaking on behalf of some of these programs."

For a total picture, Campbell adds

that the executive branch staff must be enlisted to support alternative programs and that prosecutors and victims must see their value. "It really is a system-wide effort," he concludes.

As JF searches for increased connections with governmental agencies and the judiciary, a continued legislative presence is still crucial, according to Florida JF Task Force Chair Fran Carlton. "Virtually all the goals we have require participation on the part of the legislature. Almost everything we want to do requires some kind of law change or governmental funding." She should know—as a former state representative for 12 years and current clerk of the circuit and county courts in Orange County.

"As a former legislator I can assure you that legislators want and respond to input from their own constituents." Carlton would like to see the task force organize a broad group of constituents statewide to develop rapport with their legislators, to a point that they earn an audience to explain JF's goals.

Carlton feels that legislators and task force members have the same ultimate goals, "but legislators don't have the time to get into the issue at the depth that we are, because this is our number-one priority while they have so many priorities.

"If you can make one single point, you can get the attention of every lawmaker. We cannot build our way out of this [prison overcrowding] crisis. We have tried; we have failed. There has to be another way, and alternatives at this point appear to be the only way."

Carlton says confidently, "The system is broke, and they know it. Therefore, if you can present to them a plan that has a chance of fixing it, they will listen." This strategy is working for the Florida JF Task Force: They've built high credibility in a short two-year period, assured legislators that alternatives are

tough on crime—"a political necessity," Carlton says—and obtained passage of a Drug Punishment Act last session.

The ultimate motivation for these and other task force members who work with parties involved in all aspects of criminal justice is to see biblical principles implemented in the justice system. Wynbeek explains, "I come from the Reformed perspective; Christians need to be involved in all areas of life in a significant way.

"I am sensitive to Christ's command to visit those in prison, and my interpretation of that is—rather than just visiting people in prison, I want to work toward situations where people who don't need to be in prison are not placed there . . . Offenders, obviously, are also created in the image of God, and efforts need to be made to help restore that image."

Judge Campbell reflects, "Part of being a Christian is wanting to make a difference in the lives of people around you." Just punishment, restitution, victim healing, community service, treating substance abuse, teaching responsibility and job skills, wise allocation of public funds—all are worthy ideals that Wynbeek, Campbell, Carlton, and other JF volunteers strive to put into place as they promote criminal justice reform on all fronts.



*Fran Carlton understands Florida legislators. She was one for 12 years.*



## WE'RE NUMBER ONE

CHARLES W. COLSON

America may have fallen behind other developed nations in education, automobile production, and other important indexes. But there is one area in which we can now claim uncontested dominance: According to the Sentencing Project, a criminal justice reform organization in Washington, D.C., America has the dubious honor of being number one in the percentage of its population living behind bars.

Out of every 100,000 of its citizens, the United States imprisons 426—a rate over 20 percent higher than the runners-up, South Africa and the Soviet Union. Only a decade ago these countries led the United States in the rate of incarceration.

This is sad commentary. And personally frustrating. For 15 years we in Prison Fellowship have been going into the prisons to minister the Gospel and offer inmates the hope of a changed life through Christ. And for 10 years Justice Fellowship has been pursuing more constructive alternatives to incarceration.

So I feel as if we've been climbing a mountain while the ground shifted backward beneath us—climbing up and up, only to find, a decade later, that we're further behind than when we started.

Throwing more offenders into prison hasn't reduced crime one bit. In the eighties, while we were doubling the prison population, the number of violent crimes in the United States rose by 22 percent. Drugs have turned our city streets into war zones. And inner-city mothers who sent their sons to the Persian Gulf found grim comfort in knowing that they would be safer there than on the city streets at home.

Where have we gone wrong?

I believe politicians and criminal justice experts have been suckered into

the greatest delusion of the twentieth century—utopianism. Proponents of utopianism believe that people are basically good at heart, and that it is their environment—not their sinfulness—that creates most problems. So the right programs and the right laws will even-

THROWING MORE OFFENDERS INTO PRISON HASN'T REDUCED CRIME ONE BIT.

tually create heaven right here on earth.

I recently read a classic example of misguided utopianism. A study conducted by the National Association of State Boards of Education and the American Medical Association sought the root causes of problems like teen pregnancy and drug abuse. Their report found that "The mobility of American families, the need for second incomes, a faster-paced society . . . have robbed too many young people of stable families and communities where they are surrounded by caring adults to guide their growth and development."

A surprisingly honest analysis. But two paragraphs later the commission gave its proposed solution: to "guarantee all adolescents access to health services regardless of ability to pay."

Faced with a behavioral problem, what do we do? Enact a government program of fully funded medical care. It would be comical if it were not so tragic.

Nowhere has this utopian delusion been more persistent than in the field of criminal justice. Liberals argued for decades that criminals were victims of social ills like poverty and racism. So they sought their solutions in government schemes to clean up the ghettos, provide education, and rehabilitate

criminals. They failed miserably.

Today, conservatives are succumbing to their own utopianism: Lock the "criminal element" in prisons, the theory goes, and the institution will solve the crime problem. The rest of us can get on with building nirvana.

Well, the solution won't come that way. The root of crime is sin, and we're not going to stop crime without changing hearts.

Ironically, while the United States was taking the lead in incarceration rates,

another independent study by a respected team of psychologists found that religious training in prison lowered recidivism rates—about the only thing that did. Men who participated in Prison Fellowship's programs while incarcerated were 11 percent less likely to land back in prison compared to the control group. Those who were reincarcerated, the study showed, were convicted of less serious crimes.

When it comes to changing policy, studies like this provide hard evidence that moral solutions are needed to solve moral problems. Even utopian policy makers can't ignore these numbers.

The Soviet Union has reopened its churches, not because its officials are suddenly becoming Christians, but because it recognizes that Marx's utopian vision has failed, that its deteriorating moral and social conditions demand a moral resurgence. Meanwhile, the Soviets are emptying their prisons. South Africa similarly recognizes that an authoritarian rule can't survive the growing and insistent moral demands for change, and it has significantly slowed the growth of its prison population.

Now we're number one. Perhaps that will be enough to shock us out of our own utopian dreaming.



## PRISON INDUSTRIES

DANIEL W. VAN NESS

The choice is this:" wrote then-Chief Justice Warren Burger in the October 1983 issue of *Nation's Business*, "Will we continue building warehouses of convicted criminals . . . [o]r will we build prisons that are factories with fences around them—where inmates . . . engage in useful production? Do we want prisoners to return to society as predators or producers?"

While the choice may not be as simple as Burger put it, prison industries are an attractive proposition—one in which Justice Fellowship has had a considerable interest over the years. They hold promise for providing meaningful training and work for inmates, reducing incarceration costs, and generating funds for victim compensation and inmate family support.

### IMPEDEMENTS

Despite their attractiveness, however, prison industries face serious impediments. During 1989 less than eight percent of America's prison population was employed in prison industries. Why?

At a recent meeting at JF headquarters, prison industry experts Judith Schloegel of PRIDE of Florida, George Sexton of Criminal Justice Associates, and Ken Weeden of the National Office for Social Responsibility discussed with us some of the impediments facing the further development of prison industries.

These impediments include opposition from business (fearing unfair competition from in-prison operations that pay low wages) and from labor (fearing the loss of jobs). Bureaucratic inertia also takes its toll—corrections departments are designed to hold offenders securely, not to employ them. An ex-prisoner at the JF meeting mentioned the inmate work force's lack of job-readiness. Finally, scarce resources available to state-run industries and private industry's misperceptions of inmates have slowed the growth of "factories with fences."

Nevertheless, we learned that there are successful prison industries in the United States that are overcoming these and other impediments.

### PRIVATE SECTOR INVOLVEMENT

Faced with a shortage of operators to handle its round-the-clock hotel-reservation system, Best Western International began employing inmates from the **Arizona** Center for Women in 1981. The inmates are treated virtually the same as reservation agents on the outside: They are subject to the same selection criteria, receive the same starting salary, and benefit from employee incentive programs. Many former inmate reservation agents have gone to work for Best Western on the outside.

In 1989 eighteen women inmates worked almost 18,000 hours, received over \$100,000 in salary, and paid over \$20,000 in taxes and over \$24,000 in room and board. From 1981 to 1988, inmates paid over \$112,000 in family support.

Best Western's program is a good example of the "employer model" of private sector prison industry. Private businesses employ the inmates and provide training, equipment, and supervision.

The **Stafford County, New Hampshire**, program exemplifies the "customer model." The county pays inmates at the County Jail and House of Correction to produce mechanical equipment that is then sold to outside businesses. Customer model prison industries also deduct money from inmate paychecks. In 1990 Stafford County inmates paid \$2,700 to a compensation fund for victims of sexual abuse and almost \$26,000 in room and board.

As of this writing, 20 private sector prison industry projects or agencies are certified

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to sell their goods on the open market—that is, they are exempt from federal restrictions on the interstate commerce of prison-manufactured goods. Last year's Federal Omnibus Crime Bill (see *Justice Report*, Winter 1991) will allow the certification of 30 more industries to compete on the open market.

Another category of prison industry is state supply prison industries. These are operated by a government agency to manufacture goods for federal, state, or county governments. One of the oldest and most successful programs of this type is Federal Prison Industries, which markets its products under the trade name UNICOR.

#### STATE SUPPLY PRISON INDUSTRIES

Established in 1934, UNICOR is completely self-sustaining—it requires no government appropriations. Employing over 14,000 federal inmates, UNICOR produces items from gloves and eyeglasses to equipment for environmental testing and guided missile propulsion. Like many other prison industries, UNICOR generates dollars for taxes, restitution, and family support.

UNICOR has come under attack from the private sector for alleged unfair competition—it receives preferential treatment in the federal procurement process, and pays inmates well below what similar workers receive on the outside. UNICOR responds by noting that 1) it can only sell its goods to the federal government (while private competition can sell on the open market), 2) its share of the federal procurement market is only one-sixth of one percent, and 3) it returns 60 percent of its sales to the private sector through raw material purchases.

Created by the state legislature in 1981 as a nonprofit corporation, Prison Rehabilitative Industries and Diversified Enterprises, Inc. (PRIDE) of Florida is an enormous state prison industry program managed and operated by the private sector. While the Department of Corrections supplies the laborers, security, and facilities, an independent board of directors (once chaired by Florida JF Task Force member Jack Eckerd) oversees PRIDE's operations.

#### A UNIQUE MIX

PRIDE's stated goals are to educate, train, and place inmates; reduce idleness behind bars; reduce the cost of incarceration; and rehabilitate its inmate workers.

For a further description of this unique program, see page 7, "Florida Inmates Finding PRIDE in Jobs."

With virtually every prison system and county jail in the country struggling with overcrowding, rising costs, and inmate idleness, prison industries are an option that should be pursued more widely.

#### BENEFITS

There are, however, certain principles that should be upheld. First, the work itself should be meaningful—that is, it should build on the talents and skills of the worker, have a business purpose, pay real-life wages, and prepare the inmate for a job on the outside. Second, start-up prison industries will do well to consult with business and labor to address their concerns and seek their expertise. Third, inmates should be able to divert some of their wages to their families and victims—something not all prison industries guarantee.

*Much of the above information on private sector prison industries was obtained from Work in American Prisons: The Private Sector Gets Involved (available from the National Institute of Justice) and Developing Private Sector Prison Industries: From Concept to Start Up. Both studies were written by Barbara Auerbach, George Sexton, Franklin Farrow, and Robert Lawson of Criminal Justice Associates.*

## JUSTICE FELLOWSHIP IN DEMAND

### Legislators Listen

Les Duwall is the newest **Indiana** Justice Fellowship Task Force volunteer. A well-respected former state senator, Duwall was one of a select few invited to speak on key criminal justice issues at a joint meeting of the Indiana Senate Judiciary Committee and House Courts and Criminal Code Committee.

On behalf of the task force, he urged the legislators to support the conclusions of a criminal justice reform commission appointed by the governor. Duwall specifically urged support for ex-prisoner re-entry programs, earned credit time, and expansion of Indiana's community corrections program.

He told the committees that Indiana should sentence more nonviolent offenders to community based punishments to reduce prison overcrowding and recidivism, save money, and force offenders to repay their victims and perform community service.

After the meeting, Senate Judiciary Committee Chairman Ed Pease indicated that he is counting on Duwall and the Indiana Task Force to play a leading role this year in supporting measures to improve the state's criminal justice system.

### Governor Calls on Task Force

After four years of work in the state, the **Florida** Justice Fellowship Task Force has become a sought-after ally in criminal justice circles.

This past January Florida Governor-Elect Lawton Chiles invited task force representatives, including Chair Fran Carlton, to a meeting with his transition team, legislative staff, and Department of Corrections officials. The governor explained he wanted to forge a partnership between his agencies, the legislature, and JF to effect changes in the state's overburdened correctional system.

The governor also pledged his sup-

port for the proposed Florida Community Corrections Partnership Act endorsed by the task force. In addition to establishing community-based punishments, the bill would incorporate drug treatment provisions from last year's Drug Punishment Act (which, despite being signed into law, lacks funding due to the state's severe budget shortfall).

*The Orlando Sentinel* has also contacted the task force, seeking input on how Florida should address prison overcrowding and drug abuse. The resulting editorial concluded, "The [prison] crowding crisis begs for bold action. Attacking the causes of crime, such as drug abuse, deserves highest priority."

### New Team Takes the Field

In the face of massive prison overcrowding, **Nebraska's** Department of Correctional Services recently requested \$81 million for additional prison construction. Jim McFarland, a former state legislator and chairman of the new Justice Fellowship Nebraska Task Force, knows that the state can't afford it. As a result, the task force is backing legislation to create community-based punishments, such as house arrest, halfway houses, and restitution programs.

Thanks to his six years as a pro football player, McFarland knows the value of teamwork. He has assembled a capable task force that includes two University of Nebraska professors, a public policy advocate, an alternative sentencing expert, a former parole board member, and two clergy.

Although McFarland has no illusions about the task ahead, he is confident. "We're here saying we have an effective, less-expensive alternative [to prison construction] that has worked in other states.

"As people take a look at what the task force is advocating, the program will generate more and more support."

## THE JUSTICE REPORT

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Justice Fellowship is a nonprofit organization working to make criminal justice systems more consistent with biblical teaching on justice and righteousness. Founded in 1983, it is a ministry of Prison Fellowship.

We seek to restore balance to the criminal justice system by focusing on reforms which address the needs of victims. The specific changes we seek are:

1. To sentence nondangerous offenders to restitution and community service programs rather than prison.
2. To grant victims a formal role in the criminal justice system, including the right to participate (with legal representation) in criminal cases.
3. To provide victims and offenders in every community with opportunities for reconciliation.

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**JUSTICE FELLOWSHIP**

*A Ministry of Prison Fellowship*

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## FLORIDA INMATES, FINDING PRIDE IN JOBS

BY COLMAN MCCARTHY

**CLEARWATER, Fla.** It was a small office packed with legal talent. The three attorneys—articulate and sharp as pool players to the angles of federal and state laws—were working the phones on behalf of clients.

This might have been another busy day at any law office in America, except for a jarring difference: The lawyers were criminals who had practiced before serving time as inmates in the Florida prison system. Two had been convicted of selling drugs, and one of theft. Each was in the last months of his sentence at the Hillsborough Community Correctional Center and each was involved in one of the country's most innovative prison-employment programs.

The inmates were in the center's offices of PRIDE—Prison Rehabilitative Industries and Diversified Enterprises, Inc. In the nation's landscape of crime and punishment, cratered with high rates of recidivism and few alternatives to enforced idleness and boredom, PRIDE stands as a refutation of the conventional thinking that prisoners are failures who should, and will, stay that way.

The clients of the three lawyers were fellow inmates who would be released soon, with no more than \$100 and a road map. The phone calls were to possible employers, so that a job might be waiting on the outside. It's on the inside that PRIDE's success has been proven: PRIDE currently trains 3,052 inmates in marketable skills. Sales from these skills were a record \$81 million in the past year, an increase of \$14 million over the previous year.

Fifty-six industries—ranging from making shoes, furniture, eyeglasses, and bookshelves to designing modular office

systems—are located at 23 Florida prisons and jails. For many inmate-workers, their prison jobs were the first they ever held. Customers for the prison products include federal, state, county, and city agencies and contract vendors. The world wants something more from Florida prisons than license plates.



systems—are located at 23 Florida prisons and jails. For many inmate-workers, their prison jobs were the first they ever held. Customers for the prison products include federal, state, county, and city agencies and contract vendors. The world wants something more from Florida prisons than license plates.

In the national debate on crime deterrence, with much of the noise coming from politicians shouting for longer sentences, not many are pointing to the obvious: A job can be the greatest deterrent.

Who says that? Each of the inmate-lawyers who spend the day at PRIDE lining up work for men and women on the way out. "The majority of people leaving prison," said one of the lawyer-inmates, a graduate of Emory University law school, "don't have a family, don't have money or a place to stay or food to eat. When they come through this office, we provide them with a good job. That way, they don't need to commit another crime to eat, sleep, or get clothes."

At the desk across the aisle, a second lawyer-inmate, who graduated from Fordham University law school, spoke about the extravagance of imprisonment. "My prosecution," he said, "and the cost of my confinement are

probably going to cost the state and federal government about \$750,000. Had they put me somewhere, like a halfway house and \$50 a week to live on, I would have served the same amount of time. It would have been better for me and cheaper for the state. They don't see it that way. Simple minds look for simple answers. More than 90 percent of those now in prison will be out on the street someday. If they have no job skills, society will end up paying the costs one way or the other."

In Florida, those costs include an estimated \$112 million a year for 1990-1994 for prison construction alone. This prevails as the national attitude: the pumping of money into hopelessness and the inevitability that new criminals will keep coming in and old criminals keep

coming back, and that nothing can change that. One thousand people a week are newly imprisoned in Florida, with 60 percent functionally illiterate and few with any positive job history.

With that clientele, PRIDE is succeeding in the miracle business. It takes society's worst cases, and allows them to earn money that is divided three ways: 30 percent to the inmate workers at 50 cents to \$1.15 an hour, 60 percent to the state of Florida for partial reimbursement for imprisonment costs, and 10 percent to victim restitution.

A major asset is that PRIDE pridefully is on its own in the marketplace. It takes no government money and is run as a nonprofit corporation. The main people keeping it honest are the inmates. They have learned that if their program doesn't work on the inside, neither will they on the outside.

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## COMMUNITY-BASED PUNISHMENTS: THE SECRETARY SPEAKS OUT



*Aaron Johnson supports community punishments.*

*Since 1985 Aaron Johnson has brought a deep-seated Christian compassion to his role as secretary of North Carolina's Department of Correction. Johnson, an ordained Baptist minister, has improved working conditions for correctional officers, expanded inmate programs, and helped the state ease prison overcrowding. A proponent of community-based punishments, Johnson recently talked with The Justice Report.*

**Q:** Besides easing prison overcrowding, what value do you see in community-based punishments, or alternatives to incarceration?

**A:** I don't believe that prison is for everyone. It doesn't do society any good to put certain people in prison. Prison ought to be reserved for the most violent criminals. I'm a strong believer in community-based alternatives. That's why we have striven so hard to expand our alternatives. I think North Carolina leads the nation in house arrests and in intensive supervision.

We need to take a look at the way we punish people. I think incarceration is one of the easiest ways out. Suppose we had another way of doing it—make

that person responsible for making some type of restitution, say for the rest of his life, to someone he victimized.

**Q:** What is North Carolina doing to combat prison overcrowding?

**A:** Since 1986 the state has been expanding its prison capacity and its reliance on alternatives to incarceration. The General Assembly and the governor have agreed to appoint a sentencing study commission—to study all the issues related to criminal justice, including who should go into prison and who should go into alternatives. As a result of that I hope we can get a better handle on managing the problem.

**Q:** Which community-based programs in North Carolina do you think are particularly successful?

**A:** We have house arrest, intensive probation, the boot camp, community penalties, community services, and then we have DWI treatment. They are all working.

We have the programs we need, we just need to decide who is to go into the various programs. As it stands now the discretion is left mostly to the judges, but we hope to establish sentencing by public policy.

**Q:** How do you assure people who live near community-based programs that their houses and families will be safe?

**A:** Supervision is key to assuring safety. That's all you can do—to supervise and make sure those offenders are abiding by the set standards.

Then you need a prison bed. To those in community service, you say, "If you do not abide by the policies, then you are going to prison. No ifs, ands, or

butts about it. You have a choice to do your time in community-based corrections or in prison. It's up to you." That's why we need prison beds to back up the alternatives.

But in the end, I can't guarantee safety. No more than you can assure anyone who gets out on our highways that they are going to be safe.

**Q:** What role do you see for volunteers in community corrections?

**A:** We need volunteers to sponsor incarcerated offenders and those who are in community corrections. A sponsor, a peer person. A mentor type of individual.

We need volunteers who will work with the families. When I mention families, I'm thinking of the offender's family as well as the victim's family. There's the other group we need to give a lot of attention to—the victim groups. And that, too, is where volunteers can be of tremendous service assisting in the community.

**Q:** As secretary of corrections, why do you feel concerned about victims as well as offenders?

**A:** When we're dealing with an offender, we're dealing with a person who has a serious responsibility for the hurt he's caused the victim. Most crimes you commit, given enough time, you can get out of it. If you're incarcerated, you stay in prison for a certain length of time, then you're out, it's over. But then you have the victim, who could be scarred for the rest of his or her life.

I have seen and talked with a number of people who have been victimized. I wish we had a part of our correctional system to help the victim as well as punish the offenders.

SB

194

REQUEST: FISCAL NOTE

Revision Date: \_\_\_\_\_ Agency Affect: Health & Social Services  
 Title: An Act Relating to Hepatitis B BRU: State Health Services  
 Sponsor: Menard, Collins Components: Epidemiology  
 Requester: Senate HES

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

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
Personal Services						
Travel						
Contractual						
Supplies	29.0	19.4	19.4	19.4	19.4	19.4
Equipment						
Land & Structures						
Grants, Claims						
Miscellaneous						
<b>TOTAL OPERATING</b>	<b>29.0</b>	<b>19.4</b>	<b>19.4</b>	<b>19.4</b>	<b>19.4</b>	<b>19.4</b>

<b>CAPITAL</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
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<b>REVENUE</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
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**FUNDING: (Thousands of Dollars)**

General Funds	29.0	19.4	19.4	19.4	19.4	19.4
Federal Funds						
Other						
<b>TOTAL</b>	<b>29.0</b>	<b>19.4</b>	<b>19.4</b>	<b>19.4</b>	<b>19.4</b>	<b>19.4</b>

**POSITIONS**

Full-Time	0	0	0	0	0	0
Part-Time	0	0	0	0	0	0
Temporary	0	0	0	0	0	0

ANALYSIS: (attach a separate page if necessary)

**SUPPLIES**

Laboratory screening of 300 persons for FY 92 and 200 persons for each subsequent years @ \$8.04/person. As a result of the screening 5% will only receive the initial Hepatitis vaccine @ \$30.64/shot. The remaining individuals will receive the series of three shots @ \$91.92/series.

Prepared By: Peter N. Nakamura, M.D., MPH *PNN*  
 Division: PUBLIC HEALTH  
 Approved By Commissioner: Theodore Mala, M.D., MPH *Jay Mala*  
 Agency: HEALTH & SOCIAL SERVICES

Phone: 465-3090  
 Date: 04/24/91  
 Date: 04/24/91

Distribution (by preparer):

Legislative Finance, Legislative Sponsor, Requestor,  
 Office of Management & Budget, Impacted Agency(ies)

REQUEST: FISCAL NOTE

Revision Date: \_\_\_\_\_ Agency Affected: Health & Social Services  
 Title: An Act Relating to Hepatitis B BRU: State Health Services  
 Sponsor: Menard, Collins Components: Epidemiology  
 Requester: Senate HES

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
Personal Services						
Travel						
Contractual						
Supplies	115.3	115.3	115.3	115.3	115.3	115.3
Equipment						
Land & Structures						
Grants, Claims						
Miscellaneous						
<b>TOTAL OPERATING</b>	<b>115.3</b>	<b>115.3</b>	<b>115.3</b>	<b>115.3</b>	<b>115.3</b>	<b>115.3</b>
<b>CAPITAL</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>REVENUE</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

FUNDING: (Thousands of Dollars)

General Funds	115.3	115.3	115.3	115.3	115.3	115.3
Federal Funds						
Other						
<b>TOTAL</b>	<b>115.3</b>	<b>115.3</b>	<b>115.3</b>	<b>115.3</b>	<b>115.3</b>	<b>115.3</b>

POSITIONS

Full-Time	0	0	0	0	0	0
Part-Time	0	0	0	0	0	0
Temporary	0	0	0	0	0	0

ANALYSIS: (attach a separate page if necessary)

See Attached

Prepared By: Peter N. Nakamura, MD, MPH  
 Division: PUBLIC HEALTH  
 Approved By Commissioner: Theodore Mala, MD, MPH  
 Agency: HEALTH & SOCIAL SERVICES

Phone: 465-3090  
 Date: 04/17/91  
 Date: \_\_\_\_\_

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

SS Senate Bill 194

Estimating the cost of screening and vaccinating emergency medical services providers and law enforcement officers, who do not reside in a municipality that has the power to establish a program of hepatitis B testing and vaccination, is difficult. According to the Alaska Department of Public Safety, there are 258 uniformed State Troopers, plus another 32 uniformed court officers, and 125 village public safety officers (VPSO's). Under recent OSHA requirements, if these people come into contact with blood or other body fluids in the emergency patient care setting at least once a month, then their employer would be required to provide hepatitis B testing and vaccination. We also estimate that there are about 175 volunteer EMT's outside incorporated cities and boroughs in Alaska, but this bill is not limited to volunteers as currently written. We do not know exactly how many paid EMT's or EMT's, such as those that may work as a Community Health Aide, or others in remote communities, may live outside incorporated cities and boroughs, but we estimate the number to be approximately 600. However, Community Health Aides already are provided hepatitis B screening and vaccinations through the Alaska Area Native Health Service, or Native Regional Health Corporations. Therefore, as currently written, this legislation may require the state to provide hepatitis B screening and vaccinations to about 1000 to 1200 law enforcement officers and emergency medical services providers. At a cost of about \$100 per person, the cost of implementing this bill could be up to \$115,000 for the first year, and probably the same per year in subsequent years to provide hepatitis B testing and vaccinations to newly trained law enforcement officers and emergency medical service providers entering the system. Also, without doing a statewide survey, we cannot estimate how many of these people already have been vaccinated.

FISCAL NOTE

STATE OF ALASKA  
1991 LEGISLATIVE SESSION

BILL NO. SSSB 194

Revision Date: \_\_\_\_\_  
Title: "An Act relating to Hepatitis B  
vaccinations. . ."  
Sponsor: Senator Menard  
Requestor: Senate HESS

Department Affected: Public Safety  
BRU: Alaska State Troopers  
Component: Detachments

COMPONENT SERIAL NO. 

	7	9	9
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EXPENDITURES/REVENUES: (Thousands of Dollars) (Inflation not Included)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	-0-	-0-	-0-	-0-	-0-	-0-

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

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER/PROG RCPT						
<b>TOTAL</b>	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

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

Estimate of current year impact None

ANALYSIS: (Attach a separate page if necessary)

No fiscal impact upon the Alaska State Troopers is anticipated.

Prepared by: Lt. Patrick Kasnick Phone: 269-5641  
Division: Alaska State Troopers Date: 4/18/91

Approved by Commissioner: *Richard L. Burton* for Richard L. Burton  
Agency: Department of Public Safety Date: 4/18/91

Distribution (by preparer): Legislative Finance, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).



# Alaska State Legislature

## SENATE

Official Business

P.O. Box V  
State Capitol  
Juneau, Alaska 99811

Senator Curt Menard

### SPONSOR STATEMENT:

SB194 (Finance): "An Act relating to hepatitis B vaccinations for Law enforcement officers and emergency medical services providers."

Hepatitis B is second in importance only to tobacco as a known human carcinogen. Hundreds of millions of people are chronically infected with the virus and face an elevated risk of acquiring liver cancer. Many chronic carriers appear healthy but can still transmit the virus through close contact and start the cycle of disease anew.

The Journal of Infectious Diseases reports "Yupik Eskimos of southwestern Alaska have the highest known prevalence of hepatitis B virus infection of any general population in the United States."

The high cost of the vaccine (approximately \$100 each) prevents universal vaccination but we can, and must, protect those at highest risk of infection. Those are the individuals that will benefit from the provisions of the bill before you.

A recent directive from OSHA mandates testing and vaccination programs for health care employees "at substantial risk." Currently that OSHA directive is being interpreted as paid employees only.

SB 194 puts into law the OSHA mandate and extends coverage to volunteers. Clearly all emergency responders are at the same risk independent of their paid or volunteer status.

Section (a): The Department of Health and Social Services is to provide the testing and vaccination program for all volunteers outside of municipalities who have assumed health powers.

Section (b): Municipalities with health powers will provide the program for all law enforcement officers and volunteer or paid emergency medical and rescue personnel.

Section (c): The Department of Public Safety will make the same testing and vaccination program available to all state troopers.

I appreciate your support of this legislation.

# ***EMERGENCY MEDICAL SERVICES***

## **LEGISLATIVE FACT SHEET for FY'92**

Emergency Medical Services (EMS) is a system designed to respond to the needs of the general public when they are suddenly and unexpectedly taken ill or injured. Since these events are relatively rare in the life of an individual, it is easy, but mistaken to believe that these events are rare in a given community. In Alaska's larger communities, the range of calls fluctuates between 5 and 30 every day of the year. In our smaller communities it ranges from 2 to 30 per month. Although this may seem small, emergency situations in rural communities are frequently complicated with inadequate medical facilities, insufficient equipment and logistical problems.

The ultimate goal of the EMS system is the reduction of mortality and morbidity. Injury is the leading cause of death for Americans between 1 and 44 years of age. Virtually half of all children's deaths are accidental. Injuries cause the loss of more working years of life than all forms of cancer and heart disease combined. Clearly those of us interested in the quality of life in our communities must have at least a passing acquaintance with how we are addressing this public health problem.

The major components of the EMS system include citizen access, communications systems, adequate numbers of trained pre-hospital technicians, equipped ground and air transportation, hospital emergency departments and critical care centers, disaster planning and an informed general public. ***IN ALASKA, THE MAJORITY OF EMS RESPONSE IS ACCOMPLISHED BY COMMUNITY VOLUNTEERS.*** Because of legislative assistance and the support of the Department of Health and Social Services, more residents now have access to qualified emergency care in their time of need. At the same time, keeping volunteer support programs viable has become an even greater challenge. Currently, Alaska's EMS has over 2500 volunteer care providers, affiliated with 91 ambulance services and 56 first responder services.

As managers and volunteer coordinators, it is eminently clear that what worked yesterday, seldom works today. Recruitment based on an emotional commitment to do one's part following a community tragedy, or to provide a helping hand to one's neighbor no longer competes with the fear associated with individual liability, exposure to communicable diseases, scarce availability of funds and lack of State support.

*For every state ems dollar invested there is a \$10 return in benefit. This benefit comes through reduction in mortality and morbidity as well as over \$4.5 Million dollars in uncompensated volunteer services to the state by 2,500 dedicated volunteers. This return is further enhanced through the fact that each regional office generates nearly 30% of its total budget.*

# EMERGENCY MEDICAL SERVICES SUMMARY SHEET

## PRE-HOSPITAL RESOURCES

91 Certified Services  
57 First Responder Services

118 Volunteer  
17 Municipal  
3 Commercial  
0 Hospital based

41 Advanced Life Support

107 Basic Life Support

- Over 43,000 Ambulance calls answered annually
- Over 140,00 Emergency room visits annually

## HOSPITAL RESOURCES

10 24-hr Emergency Rooms  
0 Trauma Centers

10 Military  
44 Operational Medical Director (VOL)

## ADDITIONAL RESOURCES

60 Ambulances

10 Hazardous Materials Response teams  
9 Critical Incident Stress Debriefing Teams

3 Regional EMS Councils

2500 Volunteer Emergency Medical Responders  
150 Career Emergency Medical Responders

# OSHA

## Mandates Infection Control For EMS and Fire Service

by Gordon M. Sachs

**I**nfection control is a growing concern throughout emergency services. While EMS and fire service managers recognize the need to protect their employees from the risks of communicable diseases, there has been little information available on the subject specific to their profession.

On Feb. 27, 1990, the U.S. Department of Labor's Occupational Safety and Health Administration (OSHA) released OSHA Instruction CPL 2-2.44B, "Enforcement Procedures for Occupational Exposure to Hepatitis B Virus (HBV) and Human Immunodeficiency Virus (HIV)." This document clarifies the requirements of those who employ health-care workers who may be occupationally exposed to HBV and HIV. Thus, the mandate is of vital importance to fire and emergency medical services throughout the nation.

OSHA released this instruction after concluding that the risk of emergency workers contracting HBV and HIV required an immediate response and that documentation existed to define

guidelines for such a response. Specifically, the U.S. Department of Health and Human Services/Centers for Disease Control (CDC) infection control guidelines formed the basis for "an appropriate and widely recognized and accepted standard of protection to be followed by health-care employers in carrying out their responsibilities," which could be carried out under the auspices of the Occupational Safety and Health (OSH) Act.

The "general duty clause" of the OSH Act provides that, "Each employer shall furnish to each of his employees employment and a place of employment which are free from recognized hazards that are causing or are likely to cause death or serious physical harm to his employees." This clause allows for the creation of standards, such as OSHA Instruction CPL 2-2.44B.

The OSHA instruction's definition of "health-care worker" includes paramedics, EMTs and other personnel, such as firefighters, whose work

involves direct contact with bodily fluids. Similarly, the document mandates that each state with an existing state OSHA plan "extend coverage under its procedures for addressing occupational exposure to HBV and HIV in the public sector, such as police, fire, ambulance and other emergency response workers" (see Table 1).

While the OSHA instruction is intended as an enforcement guideline, it is also an effective tool for identifying critical components of an infection control program. The document mandates that an infection control program address the following personal protective measures:

- Using disposable gloves whenever there is potential for contact with bodily fluids
- Using gowns, aprons or lab coats when splashes to skin or clothing with bodily fluids are likely to occur
- Using masks and protective eye-wear when contamination of mucous membranes (eyes, mouth or nose) with bodily fluids is likely to occur

- Placing pocket masks, resuscitation bags and other ventilation equipment in strategic locations where the need for resuscitation is likely, and providing such equipment to key personnel to minimize the need for mouth-to-mouth contact
- The mandatory use of the aforementioned personal protective equipment when performing invasive procedures or when the worker's skin or mucous membranes may come in contact with bodily fluids

The OSHA-mandated infection control program must also address the proper precautions to take while cleaning patient-care areas, equipment and blood spills, as well as procedures for disinfecting these areas. Additionally, the program must address the handling and disposal of potentially contaminated items, such as sharp instruments, disposable items and linens. Needles cannot be recapped or broken, and puncture-resistant containers must be easily accessible and located in any areas in which needles, syringes and other sharp instruments are commonly used. Bags and receptacles containing items contaminated with bodily fluids must be tagged or otherwise identified.

Based on the CDC infection control guidelines and the general duty clause of the OSH Act, the OSHA instruction identifies seven specific items that must be implemented. According to the instruction, "The non-use of any of these methods is likely to result in the continued existence of a serious hazard and may, therefore, allow for citation." These items are:

- All employees at substantial risk of directly contacting bodily fluids shall be offered HBV vaccinations free of charge.
- There shall be specific procedures for dealing with soiled linen.
- Reusable equipment shall be disinfected according to standard procedures.
- Objects contaminated with bodily fluids shall be placed in an impervious bag; if outside contamination of the bag is likely, a second bag shall be added.
- After removing gloves, hands and other skin surfaces shall be washed thoroughly and immediately after contact with bodily fluids.
- Specific follow-up procedures shall be followed after a possible exposure to bodily fluids:
  - a) The source patient shall be

informed of the incident and, on consent, be tested for HIV and HBV infections.

b) If consent is refused or the source patient tests positive for HIV, the health-care worker shall be evaluated clinically and by HIV antibody testing (and retesting after six weeks, 12 weeks and six months).

c) If consent is refused or the source

The significance  
of the OSHA  
initiative is  
that emergency  
services managers  
will now be held  
accountable for  
the protection of  
their workers.

patient tests positive for HBV, follow-up procedures for HBV exposure will depend on the immunization status of the worker.

- All high-risk health-care workers shall receive education on precautionary measures, epidemiology, modes of transmission and prevention of HIV/HBV. In addition, these workers must receive training regarding the location and proper use of personal protective equip-

ment, proper work practices and the concept of universal precautions.

Perhaps the most controversial of these provisions, due to the costs involved, are the requirements for hepatitis vaccination at no charge to the employee; mandatory education and training for all firefighters, EMTs and paramedics; and handwashing capabilities at all emergency scenes where there is potential for bodily fluid contact.

Prior to the release of the OSHA instruction, there was some confusion in the industry as to the meaning of the term "mandated by OSHA." The U.S. Fire Administration (USFA), considered by many to be the source for infection control information for fire services and EMS agencies, recognized the ties between the OSH Act's general duty clause and the CDC infection control guidelines. In December 1989, USFA distributed an open letter to all emergency response agencies, identifying hepatitis vaccines as an OSHA mandate and recommending that all emergency response personnel be immunized against all vaccine-preventable diseases. Until the release of the OSHA instruction, however, there were no widely known OSHA documents that specifically discussed those requirements (other than the proposed 29 CFR 1910.1030, "Occupational Exposure to Bloodborne Pathogens.")

At OSHA public hearings on the proposed regulation in the fall of 1989, former U.S. Fire Administrator, Clyde Bragdon, testified on the need for such protection for firefighters, EMTs, and paramedics, citing examples of circumstances unique to these occupations in which the risk of exposure to communicable diseases is high. His testimony was supported and substantiated by representatives from the National Association of EMTs, the International Association of Fire Chiefs and the International Association of Fire Fighters, among others.

Testimony at the public hearings seemed to alert OSHA officials to the severity of the problems, which are affecting all aspects of the emergency services. When promulgated, 1910.1030 will stipulate even more specifically the requirements of health-care agencies in the protection of their employees. However, OSHA officials realized that the present risk is too severe to wait until the proposed rule is revised—possibly not until early 1991—to delineate and enforce the pro-

## Infection Control Resources

The following resources can provide fire and emergency medical service managers with additional information to assist in meeting the requirements of the OSHA compliance directive. These can be obtained free of charge from the listed agency or from the U.S. Fire Administration's Office of Firefighter Health and Safety.

### U.S. Fire Administration:

- *Second Forum on Communicable Diseases*, 1989.
- *Testimony on Occupational Exposure to Bloodborne Pathogens*, Sept. 14, 1989.
- *Open letter to All Emergency Response Agencies*. December 1989.
- *Model Infection Control Program* (under development). Available early 1991.

### U.S. Department of Labor:

- 29 CFR 1910.1030, *Occupational Exposure to Bloodborne Pathogens; Proposed Rule*. May 30, 1989.
- CPL2-2.44B, *Enforcement Procedures for Occupational Exposure to Hepatitis B Virus (HBV) and Human Immunodeficiency Virus (HIV)*. Feb. 27, 1990.
- *Joint Advisory Notice, Protection Against Occupational Exposure to Hepatitis B Virus (HBV) and Human Immunodeficiency Virus (HIV)*. Oct. 19, 1987.

### U.S. Department of Health and Human Services:

- *Joint Advisory Notice* (see above).
- *Guidelines for Prevention of Transmission of Human Immunodeficiency Virus and Hepatitis B Virus to Health-Care and Public Safety Workers*. CDC, February 1989.
- *A Curriculum Guide for Public-Safety and Emergency-Response Workers*. NIOSH, February 1989.
- *Educational Materials and Resources for Emergency Responder* (printouts). National AIDS Information Clearinghouse (CDC), 800/458-5231.

Other general information on infection control is available from your local hospital, local health agency and state public health agency.

visions outlined by the CDC guidelines to ensure safe and healthy employment and work places.

In addition to the OSHA instruction and information available from USFA and CDC, other information is being developed on a national level for fire service and EMS managers. USFA is preparing to develop a model infection control program. Also, a subcommittee of the National Fire Protection Association's Technical Committee on Fire Service Occupational Safety and Health is developing NFPA 1581, "Standard for a Fire Department Infection Control Program," which should be released for public comment in late summer.

For fire and EMS supervisors, USFA and the National Fire Academy (NFA) are working jointly on the development of a two-day field course entitled, "Infection Control for Emergency Response Personnel: The Supervisor's Role and Responsibilities." Depending on the availability of funds, this course will be pilot-tested this fall.

While it is heartening that other organizations are developing such guidelines, the significance of the new OSHA initiative is that emergency services managers will now be held accountable for the protection of their workers. Without a doubt, the impact on fire services and EMS will be great. Managers should look at this initiative as a benefit, however, because the costs of implementing an infection control program are minimal when compared to the costs—direct, indirect and non-monetary—resulting from a firefighter, EMT or paramedic contracting an infectious disease on the job.

The long-term benefits to emergency services, and to society in general, through an increased understanding of the problem and a decreased exposure potential, could result in an overall reduction in the rate of infection of communicable diseases, such as HBV and HIV. This, in itself, is part of the mission of the fire service and EMS—to protect and save lives. It is a rare opportunity for emergency service managers to be able to do so by protecting their own employees.

Gordon M. Sachs is the EMS program manager for the U.S. Fire Administration in Emmitsburg, Md. He has more than 12 years of fire service and EMS experience, and is a member of the National Fire Protection Association's subcommittee on Infection Control Programs.

Table 1

## Impact of OSHA Instruction by State

### States/Territories with Pre-Existing OSHA-Approved Occupational Safety and Health Plans

Alaska	New York
Arizona	North Carolina
California	Oregon
Connecticut*	Puerto Rico
Hawaii	South Carolina
Indiana	Tennessee
Iowa	Utah
Kentucky	Vermont
Maryland	Virginia
Michigan	Virgin Islands
Minnesota	Washington
Nevada	Wyoming
New Mexico	

### States Covered Under New Federal OSHA Regulations

Alabama	Missouri
Arkansas	Montana
Colorado	Nebraska
Delaware	New Hampshire
District of Columbia	New Jersey
Florida	North Dakota
Georgia	Ohio
Idaho	Oklahoma
Illinois	Pennsylvania
Kansas	Rhode Island
Louisiana	South Dakota
Maine	Texas
Massachusetts	West Virginia
Mississippi	Wisconsin

\*Covers only state and local government employees

*all health care providers - hospital etc*

*CS*

SPONSOR SUBSTITUTE FOR SENATE BILL NO. 194  
IN THE LEGISLATURE OF THE STATE OF ALASKA  
SEVENTEENTH LEGISLATURE - FIRST SESSION

BY SENATORS MENARD, Collins

Introduced: 4/3/91  
Referred: HES, Finance

*Integrate into Governmental pay for volunteer services*

A BILL

FOR AN ACT ENTITLED

1 "An Act relating to hepatitis B vaccinations for law enforcement officers and emergency  
2 medical services providers; and providing for an effective date."

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

4 \* Section 1. AS 18.08 is amended by adding a new section to read:

5 Sec. 18.08.081. HEPATITIS B VACCINATION PROGRAM. (a) The department shall  
6 establish a program under which hepatitis B testing and vaccination is reasonably accessible at  
7 no charge to all law enforcement officers and emergency medical services providers in the state  
8 who do not <sup>provide service to the public w/in</sup> reside in a municipality that has the power to establish a program of hepatitis B  
9 testing and vaccination.

10 (b) A municipality that has the power to do so shall establish a program under which  
11 hepatitis B testing and vaccination is reasonably accessible at no charge to all law enforcement  
12 officers and emergency medical services providers who <sup>provide service to the public w/in</sup> reside in the municipality. The  
13 department shall, upon request, assist a municipality in establishing a program required under this  
14 subsection.

1 (c) In this section,

2 (1) "emergency medical services provider" means a person who is

3 (A) an emergency trauma technician, emergency medical technician, or  
4 paramedic who is an active volunteer or paid employee of a fire department that provides  
5 emergency medical services as part of its duties, a first responder service, or an  
6 ambulance service; or

7 (B) a community health aide, as defined in AS 18.28.100;

8 (2) "law enforcement officer" means

9 (A) an officer of the state troopers;

10 (B) a member of the police force of a municipality; or

11 (C) a village public safety officer.

12 \* Sec. 2. This Act takes effect immediately under AS 01.10.070(c).

*Cover in Mini?  
CA - Outside  
Volunteers vs Pat*

**SENATE BILL NO. 194**

**IN THE LEGISLATURE OF THE STATE OF ALASKA**

**SEVENTEENTH LEGISLATURE - FIRST SESSION**

**BY SENATOR MENARD**

Introduced: 3/13/91  
Referred: HES and Finance

**A BILL**

**FOR AN ACT ENTITLED**

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2 providing for an effective date."

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7       no charge to all emergency medical services providers in the state who do not reside in a  
8       municipality that has the power to establish a program of hepatitis B testing and vaccination.

9       (b) A municipality that has the power to do so shall establish a program under which  
10       hepatitis B testing and vaccination is reasonably accessible at no charge to all emergency medical  
11       services providers who reside in the municipality. The department shall, upon request, assist a  
12       municipality in establishing a program required under this subsection.

13       (c) In this section, "emergency medical services provider" means a person who is an  
14       emergency trauma technician, emergency medical technician, or paramedic who is an active

1 volunteer or paid employee of a fire department that provides emergency medical services as part  
2 of its duties, a first responder service, or an ambulance service.

3 \* Sec. 2. This Act takes effect immediately under AS 01.10.070(c).

BILL NO: SSSB 194

DATE: April 17, 1991

TITLE: "An Act relating to  
Hepatitis B vaccinations."

CONTACT: Lt. Patrick Kasnick  
269-5641

DEPARTMENT OF  
PUBLIC SAFETY

Under the provisions of this bill, the Department of Health and Social Services would be required to provide a program in which testing and vaccinations for hepatitis B would be provided free of cost to Alaskan law enforcement officers and emergency medical services providers.

The Department of Public Safety supports SSSB 194. Hepatitis is one of the many dangers inherent in police work, so assuring that preventative vaccination and testing programs are available to all police officers is appropriate and good public policy.



Richard L. Burton  
Commissioner

COMMUNICATIONS SECTION

Position Paper

CSSS for Senate Bill No.194

For An Act Entitled: "An Act relating to Hepatitis B vaccinations for law enforcement officers and emergency medical services providers; and providing for an effective date."

Committee Substitute for Sponsor Substitute for SB 194 will require the Department of Health and Social Services to establish a program to make Hepatitis B testing and vaccinations reasonably accessible at no charge to all law enforcement officers and emergency medical services providers in the state who do not reside in a municipality that has the power to establish a program of Hepatitis B testing and vaccination.

Hepatitis B infection is caused by the Hepatitis B virus. The incubation period of Hepatitis B is long - 45 to 160 days; average 120 days. The virus is transmitted by percutaneous (intravenous, intramuscular, subcutaneous, and intradermal) and permucosal exposure to infective body fluids, as may occur in needle sticks, perinatal exposure, or sexual exposure.

Illness can range from no symptoms to severe illness and death. Clinical symptoms include loss of appetite, malaise, nausea, vomiting, abdominal pain, and jaundice. Skin rashes, joint pain, and arthritis can also occur. The case-fatality rate is approximately 1.4%. Some individuals who become infected with Hepatitis B virus will become chronically infected with the virus.

Excellent guidelines exist to provide information and recommendations on prevention of hepatitis. One of the best is "Protection Against Viral Hepatitis, Recommendations of the Immunization Practices Advisory Committee (IPAC)," MMWR 1990;39S-2. Both nationally and in Alaska the present strategy for Hepatitis B prevention is to vaccinate those individuals at high risk of infection. The major deterrents to controlling the viruses include lack of knowledge about risk of the disease, lack of public sector programs, inability to access most of the high risk populations, and the cost of the vaccine.

Without conducting a statewide screening program, it is impossible to know how many public safety providers in Alaska are seropositive for Hepatitis B, and it is even more difficult to determine how many may have been infected while providing patient care.

In February 1990, the U.S. Department of Labor's Occupational Safety and Health Administration (OSHA) released an OSHA Instruction on "Enforcement Procedures for Occupational Exposure to Hepatitis B Virus (HBV) and Human Immunodeficiency Virus (HIV)." This instruction required employers of health care workers, including emergency medical services personnel, to offer to each employee, of substantial risk of directly contacting bodily fluids,

HBV vaccinations free of charge, and appropriate equipment as recommended by the Centers for Disease Control. This requirement took effect in February 1991. However, the Alaska Department of Labor states that our OSHA laws do not apply to volunteers in this state.

A central issue in Hepatitis B vaccine policy is the high cost of the vaccine. If the vaccine were inexpensive, then national and state public health professionals would recommend universal vaccination of all persons. However, the high cost of the vaccine (\$30.64 per dose, 3 doses per person or a minimum of \$91.92 per person plus testing and administrating costs) has required the vaccine to be targeted at those at highest risk of infection.

Active emergency medical service providers in Alaska number about 3000. Statewide, there currently are over 1500 certified EMT-I's, about 450 EMT-II's, 350 EMT-III's and 160 Mobile Intensive Care Paramedics, plus there is an estimated 500 active volunteer Emergency Trauma Technicians (ETT's). There also is a significant turnover among volunteer emergency medical responders with approximately 1,000 to 2,000 newly certified ETT's and EMT's each year.

Although we believe that the risk for emergency medical responders and law enforcement officers to get Hepatitis B while providing emergency medical care is low, we cannot say that there is no risk at all. We also note that many emergency medical responders and law enforcement officers have Workers' Compensation coverage and the cost of lost work time and disability benefits for an emergency responder who gets hepatitis B in the emergency care setting could easily exceed \$ 20,000, even if the disease does not progress to the acute carcinoma stage.

While recognizing the importance of the volunteer emergency personnel and their concerns regarding hepatitis B, the department has concerns about the policy effects of this bill upon the state vaccination program. If special consideration is granted to law enforcement and emergency medical service providers, it can be anticipated that public safety and health care workers who are at similar risk would advocate for equal coverage. If similar coverage were to be provide by the state to all such individual, it is anticipated that the cost to the state could be as much as \$1,100,000 per year for the vaccines.

#### Recommendation

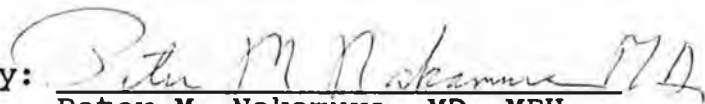
It is the department's understanding that the intent of CSSSB 194 is to provide hepatitis B testing and vaccine to only those volunteer emergency medical service providers that are not covered OSHA

instructions previously mentioned. The department supports the intent of this bill, but recommends that it be amended to clarify responsibilities by requiring all governmental units to provide at their expense hepatitis B screening and vaccinations to all volunteer emergency medical and public personnel within their jurisdiction; and that the department would provide this services to all volunteer emergency providers outside municipalities and boroughs.

Position

The Department of Health and Social Services supports the intent of this legislation, but we propose that it be amended to require the department to provide hepatitis B testing and vaccinations only to volunteer emergency medical services providers who do not reside in a municipality.

Recommended by:

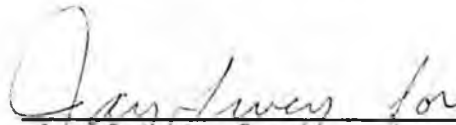


Peter M. Nakamura, MD, MPH  
Director  
Division of Public Health

Date:

4-24-91

Approved by:



Theodore Mala, MD, MPH  
Commissioner  
Dept. of Health & Social Services

Date:

4-24-91

*Submitted*

Position Paper

Sponsor Substitute for Senate Bill No. 194

For An Act Entitled: "An Act relating to Hepatitis B vaccinations for law enforcement officers and emergency medical services providers; and providing for an effective date."

SS SB 194 will require the Department of Health and Social Services to establish a program to make hepatitis B testing and vaccinations reasonably accessible at no charge to all law enforcement officers and emergency medical services providers in the state who do not reside in a municipality that has the power to establish a program of Hepatitis B testing and vaccination.

Hepatitis B infection is caused by the hepatitis B virus. The incubation period of hepatitis B is long - 45 to 160 days; average 120 days. The virus is transmitted by percutaneous (intravenous, intramuscular, subcutaneous, and intradermal) and permucosal exposure to infective body fluids, as may occur in needle sticks, perinatal exposure, or sexual exposure.

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Excellent guidelines exist to provide information and recommendations on prevention of hepatitis. One of the best is "Protection Against Viral Hepatitis, Recommendations of the Immunization Practices Advisory Committee (IPAC)," MMWR 1990;39S-2. Both nationally and in Alaska the present strategy for hepatitis B prevention is to vaccinate those individuals at high risk of infection. The major deterrents to controlling the viruses include lack of knowledge about risk of the disease, lack of public sector programs, inability to access most of the high risk populations, and the cost of the vaccine.

Without conducting a statewide screening program, it is impossible to know how many public safety providers in Alaska are seropositive for hepatitis B, and it is even more difficult to determine how many may have been infected while providing patient care.

In February 1990, the U.S. Department of Labor's Occupational Safety and Health Administration (OSHA) released an OSHA Instruction on "Enforcement Procedures for Occupational Exposure to Hepatitis B Virus (HBV) and Human Immunodeficiency Virus (HIV)." This instruction required employers of health care workers, including emergency medical services personnel, to offer to each employee, of substantial risk of directly contacting bodily fluids, HBV vaccinations free of charge, and appropriate equipment as

recommended by the Centers for Disease Control. This requirement took effect in February 1991. However, the Alaska Department of Labor states that our OSHA laws do not apply to volunteers in this state.

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Although we believe that the risk for emergency medical responders and law enforcement officers to get hepatitis B while providing emergency medical care is low, we cannot say that there is no risk at all. We also note that many emergency medical responders and law enforcement officers have Workers' Compensation coverage and the cost of lost work time and disability benefits for an emergency responder who gets hepatitis B in the emergency care setting could easily exceed \$ 20,000, even if the disease does not progress to the acute carcinoma stage.

While recognizing the importance of the volunteer emergency personnel and their concerns regarding hepatitis B, the department has concerns about the policy effects of this bill upon the state vaccination program. If special consideration is granted to law enforcement and emergency medical service providers, it can be anticipated that public safety and health care workers who are at similar risk would advocate for equal coverage. If similar coverage were to be provide by the state to all such individual, it is anticipated that the cost to the state could be as much as \$1,100,000 per year for the vaccines.

#### Recommendation

The Department of Health and Social Services supports the intent of SS SB 194, but we are concerned about the potential cost of implementing this bill, up to \$115,300 per year.

The intent of this bill can be met at reduced cost to the state if the bill is amended as follows:

Sec. 18.08.081. Hepatitis B Vaccination Program. (a) The department shall establish a program under which hepatitis B testing and vaccination is reasonably accessible at no charge to all volunteer emergency medical services providers in the state who do not provide services in a municipality.

(b) A municipality that has power shall establish a program under which hepatitis B testing and vaccination is reasonably accessible at no charge to all emergency medical services providers who provide service to the public within the municipality. The department shall, upon request, assist a municipality in establishing a program required under this subsection.

With these proposed amendments to the bill, the cost to the state would be about \$30,000 per year (300 volunteer EMS providers x \$100 per provider = \$30,000), and perhaps \$15,000 to \$20,000 in subsequent years.

Position

The Department of Health and Social Services supports the intent of this legislation, but we propose that it be amended to require the department to provide hepatitis B testing and vaccinations only to volunteer emergency medical services providers who do not reside in a municipality that has the power to establish a program of hepatitis B testing and vaccinations.

Recommended by Peter M. Nakamura, MD, MPH  
Director  
Division of Public Health

Date: 4/18/91

Approved by: Theodore Mala, MD, MPH  
for Commissioner  
Dept. of Health & Social Services

Date: 4/18/91

# Alaska Association Chiefs of Police



April 19, 1991

Senator Curt Menard  
Alaska State Legislature  
P. O. Box V  
Juneau, AK 99811

Dear Senator Menard,

On behalf of the Alaska Association of Chiefs of Police I would like to express our support for Senate Bill 194, which relates to hepatitis B vaccinations for law enforcement officers and emergency medical service providers. Hepatitis B is a highly contagious and dangerous disease that places public safety workers at severe risk.

We believe that the cost of vaccination is minor in comparison to the potential lost time from work. Vaccination is a simple, cost effective means of reducing insurance and workmans compensation claims. Above all else, the early prevention that SB 194 would require avoids needless pain and suffering on the part of emergency service workers.

We thank you and Senator Collins for your support. If we can be of any assistance in the passage of this bill, please contact me.

Sincerely,

Duane S. Udland, President  
Alaska Association of Chiefs of Police  
4501 South Bragaw  
Anchorage, AK 99507

Post-It brand fax transmittal memo 7671 1 of pages 1

To <i>Senator Menard</i>	From <i>Duane Udland</i>
Co. <i>Al. Legislature</i>	Co. <i>APD</i>
Dept.	Phone # <i>786-7552</i>
Fax # <i>465-3756</i>	Fax # <i>786-3438</i>

# CORDOVA MEDICAL CLINIC

Larry A. Ermold, M.D.

Oliver S. Osborn, M.D.

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P.O. Box 310  
Cordova, Alaska 99574  
(907) 424-8200

March 25, 1991

Gene Kubina  
House of Representatives  
P.O. Box V  
Juneau, AK. 99811

Dear Representative Kubina:

I understand that Senator Menard has introduced a bill to provide for Hepatitis B vaccinations for emergency medical services providers. I wanted to let you know that I support this bill, and I think it is a wise idea.

Here in Cordova we have an active volunteer ambulance crew who are occasionally exposed to potentially infective bodily fluids, and they certainly deserve the support of the city and of the state in their work. They certainly should be offered free Hepatitis B vaccinations.

Sincerely Yours,

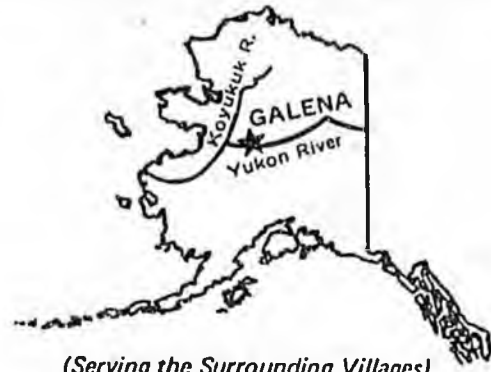
  
Oliver S. Osborn, M.D.

OSO/jsk

cc: Senator Curt Menard

# GALENA HEALTH CENTER

EDGAR NOLLNER BUILDING  
P. O. BOX 77  
GALENA, ALASKA 99741  
PHONE: (907) 656-1266



(Serving the Surrounding Villages)  
Hughes, Huslia, Kaltag  
Koyukuk, Nulato, Ruby

Lyman Hoffman  
P.O. Box V  
Juneau Ak 99811

Dear Mr Hoffman:

I am taking a moment to urge you to support Senate Bill 194 relating to Hepatitis B vaccinations for emergency medical service providers.

I am a physician assistant and director of Emergency Medical Services at the Galena Health Center.

This is an important step in protecting our Volunteers and supporting them in protecting themselves. We need to let them know someone out there cares about them.

Volunteers are 90% of EMS personnel in Alaska

Please take a moment to study this bill and I urge you to support it!

Thank you!

Wendy Hudick PA-C

Box 77

Galena Health Center

Galena Alaska

Senate and Special  
copy to  
sent to Lyman Hoffman  
3/26/91

Thank you for keeping  
us up to date  
Wendy



COPY

## INTERIOR AMBULANCE RESCUE SQUAD

P.O. Box 10295  
Fairbanks, Alaska 99710  
(907) 457-2501

March 29, 1991

Senator Arliss Sturgulewski  
Senate  
Capitol, Room 427  
P.O. Box V  
Juneau, AK 99811

RE: Senate Bill 194:  
"An Act relating to hepatitis B vaccinations for  
emergency medical service providers"

Dear Senator Sturgulewski:

As an EMS service in the State of Alaska, we are faced with the high cost of hepatitis B vaccinations. Due to the high incidence of the disease in the state, and the high risk that our members are exposed to, these vaccinations are not a luxury, but a necessity.

A secondary problem is that volunteers are rarely addressed in regulations mandated by OSHA and other such agencies regarding health and safety hazards, funding is not available either. Though our medics are all volunteers, they are highly trained, skilled professionals, and deserve the same protection as their paid peers.

We would like to go on record in support of Senate Bill #194, presented by Senator Menard. This bill will allow all emergency medical service providers, both paid and volunteer, the right to be protected against this horrible disease. Please support this bill. I remain

Sincerely yours,

Thomas A. Narow, EMT III, ACLS  
Chief of Service

cc: Senator Curt Menard

TAN:ln



## INTERIOR AMBULANCE RESCUE SQUAD

P.O. Box 10295  
Fairbanks, Alaska 99710  
(907) 457-2501

March 29, 1991

Senator Curt Menard  
Senate  
Capitol, Room 9  
P.O. Box V  
Juneau, AK 99811

RE: Senate Bill 194:  
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Dear Senator Menard:

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A secondary problem is that volunteers are rarely addressed in regulations mandated by OSHA and other such agencies regarding health and safety hazards, funding is not available either. Though our medics are all volunteers, they are highly trained, skilled professionals, and deserve the same protection as their paid peers.

We would like to go on record in support of Senate Bill #194 as this bill will allow all emergency medical service providers, both paid and volunteer, the right to be protected against this horrible disease. Thank you for sponsoring this bill. I remain

Sincerely yours,

Thomas A. Narow, EMT III, ACLS  
Chief of Service

TAN:ln



April 12, 1991

The Honorable Curt Menard  
Alaska State Senate  
P.O. Box V  
Juneau, AK 99811

RE: Sponsor Substitute for Senate Bill No. 194

Dear Senator Menard:

While the Kenai Peninsula Fire Chiefs Association recognizes the concept of your bill regarding hepatitis B vaccinations for law enforcement officers and emergency medical service providers, we feel it lacks one crucial group of individuals who routinely respond to, and are exposed to, hepatitis B. This group of individuals are our volunteer firefighters or rescuers.

We encourage you to re-write Section 1. (c) (1) (A) to include "...paramedic, volunteer firefighter or rescuer with an organized first responder service or ambulance service; or...

Should you decide to amend your bill to include our request, the Kenai Peninsula Fire Chiefs Association would be happy to assist you in lobbying other members of the legislature to ensure passage of this bill.

I would be more than happy to discuss this matter with you at any time. Please feel free to call me at 262-4312.

Sincerely,

Greg B. Barclay, President

Kotzebue Volunteer Fire Dept.  
Kotzebue, AK 99752  
March 27, 1991

Senate  
P.O. Box V  
Juneau, AK 99811

Dear Senator Menard:

We at the Kotzebue Volunteer Fire Department would like to support Senate Bill No. 194. We feel having a hepatitis B testing and vaccination program for all EMS Providers is a basic level of protection. Living in a rural area, we recognize the importance of the service provided by volunteer EMTs. It seems only fair that they should be as protected as possible from the risks they are exposed to as volunteers. Thank you.

Sincerely,

Kotzebue Volunteers

Danny Thomas  
Alyssa Lee  
Tom Brown  
Hassard May  
Mary Brown

Richard Elan  
John  
A.P.

Mary C. Elliott  
Walter Baus  
Walter A. Arnold  
D.J. Jackson  
William E. Keenan Jr.  
Paul A. Chamberlain  
William B. Hendry Jr.

# MARKETING

*By Vancura*

Chuck Vancura, MBA  
President

775 E. Parks Hwy.  
Suite 202  
Wasilla, AK 99687  
Tel.: (907) 373-7750

25 March 1991

Senator Arliss Sturgulewski  
P.O. Box V  
Juneau, Ak. 99811

Advertising

Dear Senator Sturgulewski,

Public Relations

I would like to call your attention to SB 194  
introduced by Senator Curt Menard.

Promotions

As you may know the State of Alaska has one of the best volunteer EMS programs in the United States. Our system of providing Emergency Medical care is held in balance by the fine thread of volunteerism. In each of our communities are volunteers who standby ready to respond to emergencies without compensation, unlike many other communities in the lower 48.

Pricing

Research

It is important that we don't allow this fine thread of volunteers to break as a result of liability for additional risk prevention required of health care responders in the field. In many communities in Alaska our emergency medical teams are almost completely made up of volunteers saving the state thousands of dollars in employee expenses, it is therefore cost efficient to provide a healthy environment for our volunteers so that they may continue to provide this free service to other Alaskans.

Customer Service

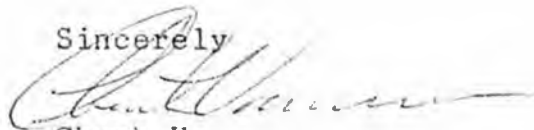
I encourage you to not only support SB 194 but to be an active voice for the health of our Alaskan Volunteers.

Strategic Planning

Business Evaluations

Business Plans

Sincerely



Chuck Vancura

Market Plans

Business Consultation

Marketing Workshops

# MARKETING

*By Vancura*

Chuck Vancura, MBA  
President

775 E. Parks Hwy.  
Suite 202  
Wasilla, AK 99687  
Tel.: (907) 373-7750

25 March 1991

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P.O. Box V  
Juneau, Ak. 99811

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Customer Service

Strategic Planning

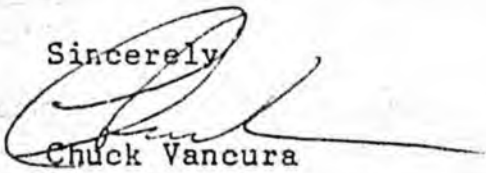
Business Evaluations

I am encouraged that you not only introduced this bill but that you are on the look out for the health of our Alaskan volunteers and our Alaskan budget. Good show, Senator!

Business Plans

Market Plans

Business Consultation

Sincerely  
  
Chuck Vancura

Marketing Workshops



# Matanuska-Susitna Borough

680 NORTH SEWARD MERIDIAN PARKWAY, WASILLA, ALASKA 99687

TELEPHONE: (907) 376-9627 / 376-9628 / FAX: 376-0799

EMERGENCY SERVICES DIVISION

March 29, 1991

Curt Menard, Senator  
Rm 110, Capital  
PO Box V  
Juneau, Alaska 99811

Dear Senator Menard:

I have recently received a copy of Senate Bill 194 introduced by yourself concerning Hepatitis B vaccinations. This bill represents a significant step towards assuring everyone involved in providing patient care the safety of being vaccinated against Hepatitis B.

I would like to offer one suggestion to make the bill even more effective in improving the safety of our responders. That would be to add the classification of "rescuer" to section 1 (c). These people are often the first on scene of an emergency and are exposed to blood as much as the emergency medical technicians would be. Also by virtue of their job of extricating the injured person, they often are scratched and cut by glass and metal edges.

The Mat-Su Borough was one of the first EMS and Rescue services in the state to comply with the then proposed OSHA guidelines three years ago. Since then we have spent over \$25,000 in our infection control program and for vaccines for our volunteers. Although very expensive in times of decreasing funds, it has been money well spent and is a positive investment in protecting our volunteers.

Your interest and concern for the pre-hospital care system is appreciated by all of us who work to provide the best EMS systems

possible. This bill will be especially helpful to those small volunteer systems with little financial resources yet great needs. The danger of Hepatitis B infection is very real in this state and those who provide care in the field under uncontrolled and often dangerous situations cannot be down played.

Again our appreciation for your support of EMS and for your consideration of my suggestions to improve your bill. If you have any questions, please feel free to call me.

Sincerely,

A handwritten signature in black ink, appearing to read 'Kevin Koechlein', written over a horizontal line.

Kevin Koechlein, Chief  
Emergency Services Division

KK:nak

Billy Harris  
Fire Chief

Kenai Peninsula Borough

## NIKISKI FIRE DEPARTMENT

Box 8508  
Nikiski, Alaska 99635

(907)283-4388  
283-4202

April 1, 1991

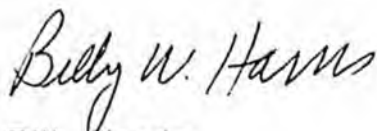
Senator Curt Menard  
Capitol Room 9  
PO Box V  
Juneau, AK 99811

REF: Senate Bill 194

Dear Senator:

I feel strongly about getting the above bill providing HBV vaccine to all emergency services workers enacted. Hepatitis B is a dangerous virus that has the potential of seriously endangering our employees. The virus is widespread throughout the state in native cultures and lower income individuals. Though the vaccine is not cheap at \$150 a series, it is a lot cheaper than retiring an employee and retraining someone new. I urge your support of Senate Bill 194 in the 17th Legislature of the State of Alaska.

Sincerely,



Bill Harris  
Fire Chief

BH:MW:tc



March 25, 1991

Senator Arlis Sturgulewski  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Sturgulewski:

As an Alaskan ambulance service staffed totally by volunteers, we would like to encourage your support of Alaska Senate Bill No. 194 which was introduced on March 13, 1991. We commend Senator Menard on his action of introducing this legislation.

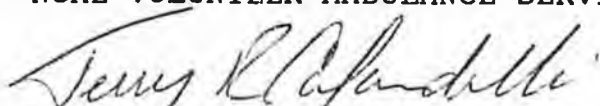
Our volunteers are continually exposed to hepatitis B by virtue of our area of response. We often are called upon to transport patients from surrounding villages via medevacs and residents who are carriers of hepatitis B. Since our staff consists totally of volunteers, it would be a tremendous financial hardship to the majority of our staff to pay for screening and vaccine for hepatitis B, and most of our staff are currently unprotected against this disease due to the costs involved.


Volunteers are the backbone of emergency medical services in the State of Alaska and this bill would demonstrate the appreciation and support of our State Legislature of those volunteers.

Again, we urge your support of Senate Bill No. 194 and the volunteers of our emergency medical services in the State of Alaska. Thank you for your consideration.

Sincerely,

NOME VOLUNTEER AMBULANCE SERVICE, INC.

  
Terry R. Calandrelli  
Captain

  
Nancy L. Calandrelli  
Secretary/Treasurer

cc: Senator Curt Menard



March 25, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

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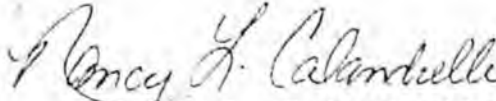
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Again, we urge your support of Senate Bill No. 194 and the volunteers of our emergency medical services in the State of Alaska. Thank you for your consideration.

Sincerely,

NOME VOLUNTEER AMBULANCE SERVICE, INC.

  
Terry R. Calandrelli  
Captain

  
Nancy L. Calandrelli  
Secretary/Treasurer

Southern Region  
**EMERGENCY**  
Medical Services Council, Inc.

RESOLUTION

WHEREAS, volunteer EMTs are the backbone of emergency medical services in the State of Alaska; and

WHEREAS, State law precludes informing potentially exposed volunteers of their exposure to communicable diseases; and

WHEREAS, exposure to communicable diseases, in particular hepatitis B, is perceived as a significant threat to individual responders; and

WHEREAS, the financial resources of volunteer providers and volunteer ambulance services are significantly limited; and

WHEREAS, the cost of immunization against communicable diseases, in particular hepatitis B, exceeds the individual volunteer's ability to pay; and

WHEREAS, recruitment and retention of volunteer EMTs and volunteer ambulance services is dependent on providing as safe an environment as possible; and

WHEREAS, the services provided by Alaska's EMS volunteers provide for the health and safety of both Alaskans and visitors; and

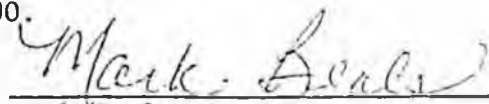
WHEREAS, maintenance of a strong volunteer EMS system affords significant savings to the State of Alaska; and

WHEREAS, Alaska Statute 18.08.010 mandates that the State of Alaska provide for the health and safety of its citizens;

NOW THEREFORE, BE IT RESOLVED that the Southern Region Emergency Medical Services Council, Inc. requests the Commissioner of the Department of Health and Social Services to support a free, comprehensive immunization and testing program, including free hepatitis B vaccinations, for volunteer EMS providers in Alaska.

BE IT FURTHER RESOLVED, that the Southern Region Emergency Medical Services Council, Inc. requests the Commissioner of the Department of Health and Social Services to develop a long-term policy that provides free communicable disease vaccinations for volunteer EMS providers.

Executed this 31st day of October, 1990.

  
\_\_\_\_\_  
Mark Beals, Secretary  
Southern Region Emergency Medical  
Services Council, Inc.



# Alaska State Legislature

Please enter into the record my testimony to the SENATE HEALTH, EDUCATION & SOCIAL SERVICES committee name  
 committee on SENATE BILL 194, dated 4-19-94  
 bill/subject

With the changes in the bill  
 IN SECTION C, 1, A TO include ETT  
 EMTS + Paramedics IT seems to  
 now cover the majority of folks that  
 need Hep B on the Kenai Peninsula.

Having asked about the outlying  
 communities as Hope etc IT seems that  
 all the VOLUNTEERS OR "MOST" are at the  
 ETT level.

The Bill as written looks "OK"

Signed: Mary R. Barclay  
 Testifier  
President Kenai Peninsula Fire Chiefs Assn.  
 Representing (Optional)  
231 S. Brinkley ST Soldotna AK 99669  
 Address  
262-4312 262-4792  
 Phone No.

Michele R. Kirkman  
P.O. Box 10547  
Fairbanks, AK 99710


April 3, 1991

Senator Arliss Sturgulewski  
P.O. Box V  
Capitol, Room 427  
Juneau, AK 99811

Dear Senator Sturgulewski:

As a registered nurse, I have seen the devastating effects that Hepatitis B has on ones' health and life. As the past chief of an ambulance rescue squad, I am aware of the costs of providing protection, through vaccination and testing, to those who are at risk for contracting this disease. Many of the organizations that provide emergency medical care in Alaska are volunteer and do not have the funds to pay for this protection. Since emergency medical services providers are frequently exposed to blood and body fluids, they are at a high risk for contracting Hepatitis B. Therefore, I fully support Senate Bill 194 and urge you to do likewise.

Sincerely,



Michele R. Kirkman, R.N.,C., EMT III

Michele R. Kirkman  
P.O. Box 10547  
Fairbanks, AK 99710


April 3, 1991

Senator Curt Menard  
P.O. Box V  
Capitol, Room 9  
Juneau, AK 99811

Dear Senator Menard:

As a registered nurse, I have seen the devastating effects that Hepatitis B has on ones' health and life. As the past chief of an ambulance rescue squad, I am aware of the costs of providing protection, through vaccination and testing, to those who are at risk for contracting this disease. Many of the organizations that provide emergency medical care in Alaska are volunteer and do not have the funds to pay for this protection. Since emergency medical services providers are frequently exposed to blood and body fluids, they are at a high risk for contracting Hepatitis B. Therefore, I fully support Senate Bill 194 and urge you to do likewise.

Sincerely,



Michele R. Kirkman, R.N.,C., EMT III



# Alaska State Legislature

Please enter into the record my testimony to the SENATE HESS  
 committee name  
 committee on SB 194 HEPATITIS B, dated 4/19/91  
 bill/subject

I REQUESTED THAT SITKA BE INCLUDED AS A TELECONFERENCE SITE SO THAT I COULD SPEAK ON THE BEHALF OF EMERGENCY MEDICAL SERVICE VOLUNTEERS IN SUPPORT OF SB 194.

ROUGHLY 2500 PEOPLE VOLUNTEER IN THE STATE OF ALASKA TO PROVIDE EMERGENCY MEDICAL CARE FOR PEOPLE WITHIN THEIR COMMUNITIES. THIS SERVICE, CONSERVATIVELY VALUED AT \$4.5 MILLION, IS GIVEN FOR FREE.

EACH OF THESE VOLUNTEERS <sup>COULD BE</sup> ~~IS~~ EXPOSED DIRECTLY TO HEPATITIS B EVERY TIME THEY RESPOND TO AN EMERGENCY CALL. THE HEP. B VIRUS IS TRANSMITTED THROUGH BLOOD & BODILY FLUIDS & RESULTS IN INFLAMMATION OF THE LIVER, SOMETIMES LEADING TO

(CONT'D)

Signed: DAVID L NEWELL  
 Testifier

SOUTHEAST REGION EMS COUNCIL - EMS VOLUNTEERS  
 Representing (Optional)

207 MOLIER DRIVE, ROOM 113, SITKA  
 Address

747-8005  
 Phone No.

CIRRHOSIS AND EVEN DEATH. THERE IS NO KNOWN ~~AND~~ CURE.

THE GOOD NEWS IS THAT HEP. B IS PREVENTABLE BY VACCINE.

THIS BILL PROPOSES THAT THE STATE OF ALASKA TAKE APPROPRIATE RESPONSIBILITY FOR PROTECTING ITS VOLUNTEERS WHO ARE AT RISK OF HEPATITIS B INFECTION WHO DON'T HAVE A MUNICIPALITY TO SUPPORT THEM.

THANK YOU.

Shawn L Newell



GEORGE F. GARNETT, M.D., INC.

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Diplomate American Board of Family Practice

245 N. Binkley St., Suite 101

Soldotna, AK 99669

Office (907) 262-7700

April 2, 1991

Senator Curt Menard  
P.O. Box V  
Juneau, AK. 99811

Dear Senator Curt Menard:

I have reviewed Senate Bill Number 194 and would encourage your support for this bill. The bill provides for hepatitis B vaccinations for Emergency Medical Services providers. The way this bill is worded protects the state from large expenditures for ambulance services that are supported by a municipality. However, at the same time protects volunteer emergency medical providers who are not supported by any municipality from the ravages of hepatitis B.

Hepatitis B can cause lengthy illnesses and can cause a volunteer to loose a considerable amount of time from his job or possibly even loose his job. It is not fair to ask these people to volunteer their time as emergency medical care providers and risk losing their livelihood to support their family. I think the state and you in particular, should support this legislation, so that we can protect those people out there who are protecting our lives.

Thank you very much.

Sincerely yours,



George F. Garnett, M.D.

GG/mb

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Menard:

As an Alaskan who volunteers time to the local ambulance service, I would like to encourage your continuing support of Alaska Senate Bill No. 194 which you introduced on March 13, 1991. Thank you for introducing this legislation.

As a volunteer, I am continually exposed to hepatitis B by virtue of our service area. We often are called upon to transport patients from surrounding villages via medevacs and residents who are carriers of hepatitis B. Since I am an unpaid volunteer, it would be a financial hardship to incur the cost for screening and vaccine for hepatitis B. Most of my fellow volunteers are currently unprotected against this disease due to the cost.

Volunteers are the backbone of emergency medical services in the State of Alaska and this bill would demonstrate the appreciation and support of our State Legislature of those volunteers.

Again, I urge your continuing support of Senate Bill No. 194 and the volunteers of our emergency medical services in the State of Alaska. Thank you for your consideration.

Sincerely,



Charlie Lean  
Post Office Box 1716  
Nome, Alaska 99762

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Menard:

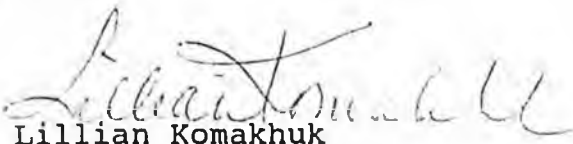
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Again, I urge your continuing support of Senate Bill No. 194 and the volunteers of our emergency medical services in the State of Alaska. Thank you for your consideration.

Sincerely,



Lillian Komakhuk  
Post Office Box 1706  
Nome, Alaska 99762

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Menard:

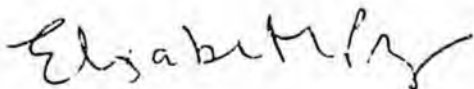
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Again, I urge your continuing support of Senate Bill No. 194 and the volunteers of our emergency medical services in the State of Alaska. Thank you for your consideration.

Sincerely,



Elizabeth Preza  
Post Office Box 1871  
Nome, Alaska 99762

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Menard:

As an Alaskan who volunteers time to the local ambulance service, I would like to encourage your continuing support of Alaska Senate Bill No. 194 which you introduced on March 13, 1991. Thank you for introducing this legislation.

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Again, I urge your continuing support of Senate Bill No. 194 and the volunteers of our emergency medical services in the State of Alaska. Thank you for your consideration.

Sincerely,



Liz Collins  
Post Office Box 663  
Nome, Alaska 99762

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Menard:


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Again, I urge your continuing support of Senate Bill No. 194 and the volunteers of our emergency medical services in the State of Alaska. Thank you for your consideration.

Sincerely,

  
Hunter Michelbrink  
Post Office Box 1770  
Nome, Alaska 99762

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Menard:

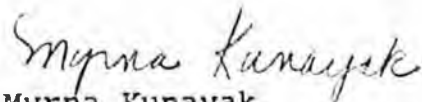
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Again, I urge your continuing support of Senate Bill No. 194 and the volunteers of our emergency medical services in the State of Alaska. Thank you for your consideration.

Sincerely,



Myrna Kunayak  
Post Office Box 1034  
Nome, Alaska 99762

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Menard:

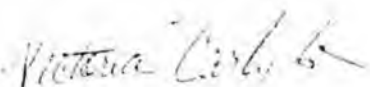
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Again, I urge your continuing support of Senate Bill No. 194 and the volunteers of our emergency medical services in the State of Alaska. Thank you for your consideration.

Sincerely,



Vikki Carlyle  
Post Office Box 1506  
Nome, Alaska 99762

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Menard:

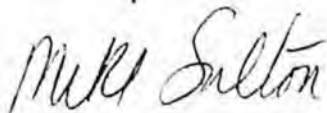
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Sincerely,



Mike Sulton  
Post Office Box 1464  
Nome, Alaska 99762

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Menard:

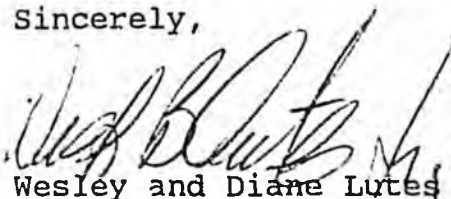
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Sincerely,



Wesley and Diane Lutes  
Post Office Box 1421  
Nome, Alaska 99762

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Menard:

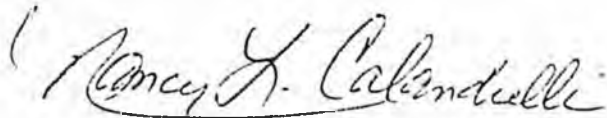
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Again, I urge your continuing support of Senate Bill No. 194 and the volunteers of our emergency medical services in the State of Alaska. Thank you for your consideration.

Sincerely,



Nancy L. Calandrelli  
Post Office Box 1041  
Nome, Alaska 99762

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

Dear Senator Menard:

As an Alaskan who volunteers time to the local ambulance service, I would like to encourage your continuing support of Alaska Senate Bill No. 194 which you introduced on March 13, 1991. Thank you for introducing this legislation.

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Sincerely,



Terry Calandrelli  
Post Office Box 1041  
Nome, Alaska 99762

April 3, 1991

Senator Curt Menard  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

RE: Alaska Senate Bill No. 194

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Sincerely,



Mark Hunt  
Post Office Box 2074  
Nome, Alaska 99762

PUBLIC OPINION MESSAGE

DEAR: SENATOR MENARD

NAME: ROBBY BENSON  
TITLE: CITY CLERK/TREASURER  
ADDRESS: P.O. BOX 229  
CITY: DELTA JCT. ZIP: 99737  
PHONE: 895-4656  
BILL NO: SB 194  
SUBJECT: HEPATITIS B SHOTS FOR SERVICE PROVIDERS  
MESSAGE: ON BEHALF OF THE DELTA JUNCTION CITY COUNCIL, WE REQUEST YOUR SUPPORT  
OF SENATE BILL 194. THANK YOU.

POMID: 02103857  
DATE: 91/03/28  
TIME: 10:38:57  
LIONAME: DELTA JUNCTION LIO

COPIES: REPRESENTATIVE SENATORS

GONZALES

SHULTZ  
STURGULEWSKI  
FISCHER  
COTTEN  
HOFFMAN