

ALASKA LEGISLATURE COMMITTEE FILES 2001-2002 8672

10180 HOUSE COMMUNITY & REGIONAL AFFAIRS

**HB**

**474**

# Alaska State Legislature

WHILE IN SESSION  
CAPITOL BUILDING  
JUNEAU, ALASKA 99801-1122  
(907) 465-4931  
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CHAIRMAN, LEGISLATIVE COUNCIL  
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TRADE & TOURISM  
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BUDGET SUBCOMMITTEES:  
ALASKA COURT SYSTEM  
DEPT. OF CORRECTIONS  
DEPT. OF LAW

Representative Joe Green  
District 10

**To:** Rep. Kevin Meyer  
Rep. Carl Morgan

**From:** Rep. Joe Green

**Date:** Feb. 25, 2002

**RE:** Scheduling House Bill 474

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**Please schedule House Bill 474 for a hearing in the House Community and Regional Affairs Committee at your earliest convenience.**

**I have attached a sponsor statement and a current copy of the bill for your review. I have not prepared a sponsor statement as the bill is fairly short and simple, but I can do so if you would like to see one.**

**If you have any questions, please call Laura Achee in my office at xt. 6585.**

# Alaska State Legislature

WHILE IN SESSION  
CAPITOL BUILDING  
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BUDGET SUBCOMMITTEES  
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DEPT. OF LAW

Representative Joe Green  
District 10

## **Sponsor Statement for House Bill 474**

**"An Act relating to public rights-of-way and easements for surface transportation affecting the Anchorage Coastal Wildlife Refuge."**

The Alaska State Legislature created the Potter Point State Game refuge in 1971, later expanding it to form the Anchorage Coastal Wildlife Refuge (ACWR) in 1988. ACWR runs 16 miles along Anchorage's coastline, from Point Woronzof to Potter Marsh.

The ACWR is one of few coastal salt marshes in Cook Inlet and is heavily used by waterfowl and shore birds. In addition, other animals call the refuge home including coyotes, bears, moose, lynx and hares.

House Bill 474 recognizes the value of ACWR to the people of Anchorage and seeks to protect this fragile habitat from further human encroachment by prohibiting any additional trails or roads that would affect the refuge without Legislative approval.

**HOUSE BILL NO. 474**

IN THE LEGISLATURE OF THE STATE OF ALASKA

TWENTY-SECOND LEGISLATURE - SECOND SESSION

BY REPRESENTATIVE GREEN

Introduced: 2/19/02

Referred: Community and Regional Affairs, Resources

**A BILL**

**FOR AN ACT ENTITLED**

1 "An Act relating to public rights-of-way and easements for surface transportation  
2 affecting the Anchorage Coastal Wildlife Refuge."

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

4 \* Section 1. AS 16.20.031(c) is amended to read:

5 (c) A public right-of-way for surface transportation and a utility corridor are  
6 created across state-owned land and water within the Anchorage Coastal Wildlife  
7 Refuge between the Anchorage mainland and Fire Island. The management plan  
8 prepared under (b) of this section shall identify the actual location on the land and  
9 water of the right-of-way and of the utility corridor between the Anchorage mainland  
10 and Fire Island. Except for the public right-of-way and utility corridor created in  
11 this subsection and identified in the management plan, for a realignment of the  
12 right-of-way for the new Seward Highway, and for a realignment of the right-of-  
13 way for the Alaska Railroad, a right-of-way or other easement for surface  
14 transportation may not be created below the top of the coastal bluff or below

1

Campbell Lake without the prior approval of the legislature by law.

3/14

# ALASKA STATE HOUSE OF REPRESENTATIVES

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Fairbanks, AK 99701  
(907)-456-5081  
Fax# (907)-456-8245



Session Contact:  
(907)-465-3719  
FAX# (907)-465-3258  
State Capitol  
Room 102

## REPRESENTATIVE JOHN COGHILL

Date: March 7, 2002

To: Representative Kevin Meyer, Co-Chair, House CRA Committee  
Representative Carl Morgan, Co-Chair, House CRA Committee

From: Representative John Coghill 

Re: HB 407 Certificate of Need

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I am requesting that HB 407, "An Act Relating to the Certificate of Need Program" be heard by the House Community & Regional Affairs Committee at your earliest convenience. I have attached relevant backup information for the committee.

Thank you for your consideration.

# ALASKA STATE HOUSE OF REPRESENTATIVES

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State Capitol

Room 102

## REPRESENTATIVE JOHN COGHILL

### HB 407 Certificate of Need

#### *Sponsor Statement*

In trying to preserve the free enterprise system, I will do all that I can to protect our open market and the consumer's choice. This bill is an attempt to do this in the world of health care.

Under the current state statutes, if a health care provider in Fairbanks or the Mat-Su Borough wanted to build or supply services over \$1 million dollars worth, they would have to obtain a Certificate of Need. In applying for that certificate of need they would have to prove to the government that a proposal would not adversely affect other health care facilities. This puts the government in charge of who can deliver health care in any area. I would rather see the customer and the health care providers have a greater choice in the market dynamics.

I don't believe that by eliminating the CON requirement for larger Alaskan communities there will be large influx of new medical facilities. This may have been true when the federal government subsidized CON programs, but the federal CON law was repealed in 1996. Since the repeal of the federal law, 14 states have repealed CON's. Another ten states have eliminated CON requirements for acute care facilities and additional nine states do not require CON's for ambulatory surgical centers.

More ambulatory surgical centers in Fairbanks would not, in my opinion, mean less business for existing facilities. It could mean however, more choices in providers and that fewer Fairbanksans may have to travel to Anchorage or the lower forty-eight for a medical procedure.

According to the attached *Heartland* article, in 1996 the Federal Trade Commission estimated that CON regulations increased the cost of hospital care nationwide by more than \$1.3 billion annually.

This legislation will encourage competition in the larger Alaskan communities where the population would support competition while protecting the fragile balance of health care services in the smaller Alaskan communities.



## January/February 1996: Health Care

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### Ending the CON Game

by Michael D Tanner

Last year's defeat of the Clinton health care plan was a major blow for the idea of central planning in health care. But the idea that government bureaucrats should manipulate the medical marketplace persists. Nowhere is that more apparent than in state Certificate-of-Need programs.

Certificate-of-Need (CON) is a program under which health care providers must obtain state regulatory approval before they can make capital expenditures or offer new services. CON was originally imposed on the states by Congress as part of the 1974 National Health Planning and Resources Development Act. That law required every state to adopt CON procedures or lose federal health funding. Eventually, every state except Louisiana complied. Congress realized the failure of CON and repealed the requirement in 1982. Since then, 12 states have repealed CON programs and 17 others have removed CON requirements for hospitals.

Certificate-of-Need is based on the dubious economic theory that increased supply and competition will increase prices. At one time, there might have been some justification for the idea. At the time CON was developed, federal Medicare and Medicaid reimbursement policies, traditionally a driving force behind health care price increases, were based on a "cost-plus" calculation, meaning that providers could recover their full costs--no matter how high. That virtually eliminated price-based competition from the medical marketplace. However, Medicare and Medicaid no longer reimburse on a "cost-plus" basis. Since 1983, the government has reimbursed on a fixed-price basis (the DRG system). In addition, other third-party payers have become increasingly sensitive to health care costs. As a result, price competition among providers has increased dramatically.

Today, there is no evidence that CON reduces medical costs. In fact, there is considerable evidence that CON increases the cost of health care. It does so in three ways:

#### *1) Administrative costs*

The CON program itself imposes substantial costs on both health care providers and the government. Since its inception, federal and state governments have spent more than \$1 billion administering the program. For providers, preparing and defending a CON application can be a time-consuming and expensive process. Needless to say, the extra cost is later passed along to consumers.

## *2) Lack of competition*

CON requirements erect barriers to market entry, thereby reducing competition among health care providers. In effect, existing providers are granted a monopoly. Providers frequently attempt to use the CON process to obstruct would-be competitors. The impact of entry barriers is made even worse because the new provider seeking to enter the market is often more innovative and cost-effective than are established providers. Some health care economists estimate that CON barriers to market entry increase hospital costs by as much as 5 percent.

## *3) Shortages*

Where CON requirements have produced a shortage of a particular health care service, prices for those services that are available are certain to rise. At the same time, consumers may be forced to shift to alternative services that are often more expensive. For example, a shortage of nursing home beds may lead to longer stays in acute care hospital facilities.

The Federal Trade Commission estimates that CON regulations increase the cost of hospital care nationwide by more than \$1.3 billion annually.

Certificate-of-Need programs also reduce access to health care for those who need it most. In particular, public hospitals serving the inner-city poor often lack the legal and political resources necessary to compete for technology in a CON environment. There is even evidence that CON restrictions may ultimately lead to higher patient mortality.

It is time to realize that Soviet-style central planning is as big a failure in health care as in all other aspects of the economy. States should repeal their CON requirements.

[ [Return to January/February 1996 Contents](#) ]

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Michael D Tanner is director of health and welfare studies at the CATO Institute in Washington, DC.

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Table 1-2  
COMPARISON OF NUMBER AND SCOPE OF HEALTH CARE FACILITIES & SERVICES COVERED IN STATES WITH CON PROGRAMS

RANK <sup>1</sup>	STATE <sup>2</sup>	Acute Care	Air Ambulance	Amb Surg Ctrs	Burn Care	Business Cmpts	Cardiac Cath.	CT Scanners	Gamma Knives	Home Health	ICF/MR	Lithotripsy	Long Term Care	Med Off Bldg	Mobile HiTech	MRI Scans	Neo-nat Int Care	Obstetric Svcs	Open Heart Svcs	Organ Transplant	PET Scans	Psychiatric Svcs	Rad Therapy	Rehab	Renal Dialysis	Res Care Fac	Subacute	Substance Abuse	Swing Beds	Ultrasound	Capital Threshold	Other Services <sup>3</sup>				
31.2	ME	X	X	X	X		X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X		X	X	X	X						
30.8	WV	X		X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X				
27.6	GA	X		X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X								X	X			
27.5	CT	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X								X	X			
27.0	AK	X	X	X	X		X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X				
22.5	VT	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X				
21.0	MO	X		X			X		X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X				
20.9	SC	X		X			X		X	X	X	X	X		X	X	X	X	X		X	X	X	X			X	X				X				
19.8	MS	X		X			X		X	X	X	X	X			X			X		X	X	X	X	X	X	X	X	X	X	X	X				
18.4	NC	X	X	X	X		X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			
18.4	IL	X		X	X		X		X	X	X	X	X	X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			
17.1	NJ	X			X		X		X	X	X	X	X		X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			
16.2	KY	X		X			X		X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			
16.1	DC	X		X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
15.3	MD	X		X	X		X		X	X	X	X	X			X	X	X	X	X	X	X	X	X			X	X	X	X	X	X	X	X		
15.2	MI	X	X	X			X	X	X			X	X		X	X	X	X	X	X	X	X	X	X	X			X	X	X	X	X	X	X		
15.2	RI	X		X			X	X	X			X	X		X	X	X	X	X	X	X	X	X	X			X	X	X	X	X	X	X	X		
15.0	HI	X	X	X	X		X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
13.6	TN	X		X			X	X	X	X	X	X	X			X	X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
13.2	NY	X		X	X		X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
12.6	WA	X		X	X		X		X	X	X	X	X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
12.0	AL	X		X			X		X	X		X	X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
11.7	NH	X		X			X	X				X	X		X	X			X		X	X	X	X	X	X	X	X	X	X	X	X	X	X		
8.4	AR									X	X	X	X													X	X	X	X	X	X	X	X	X		
8.4	FL	X			X					X	X	X	X				X		X	X	X	X	X			X	X	X	X	X	X	X	X	X		
8.1	IA			X			X			X		X	X						X	X	X	X	X											X	X	
8.0	VA	X		X			X	X	X		X	X	X		X	X	X	X	X	X	X	X	X	X			X							X	X	
7.0	OK									X	X	X	X								X						X							X	X	
6.3	MT			X						X	X	X	X											X			X	X						X	X	
5.1	MA		X	X					X			X	X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
4.9	NV	X		X						X		X	X											X			X	X						X	X	
4.8	DE	X		X			X				X	X	X								X		X				X	X						X	X	
4.4	WI									X		X	X														X							X	X	
1.0	OH											X	X																					X	X	
0.6	OR											X	X																					X	X	
0.6	NE											X	X											X											X	X
0.4	LA									X		X	X																						X	X

This chart is adapted from the American Health Planning Association's annual graphic, last updated in AHPA's 2000 Directory of Health Planning Policy & Regulatory Agencies (11<sup>th</sup> ed.), which compares the "National Relative Scope and Reviewability Threshold of CON Regulated Services" among the states. The 2000 version of AHPA's graphic contained some errors with regard to Maryland's services, which have been corrected in Staff's adaptation. Consequently, the "severity" index as calculated according to several factors, including number of services regulated and level of capital review threshold, may not precisely reflect Maryland's "weight" or "severity" according to AHPA's formula, compared to other CON states. However, the chart's relative position of Maryland's CON program--which does not cover a significant number of health care facilities and services regulated by many other states--would still be in the middle range of CON programs, nationwide.

\*\* Any capital expenditure for LTC

<sup>1</sup> No. of services x weight as determined by the Missouri CON Program.  
<sup>2</sup> Including the District of Columbia.  
<sup>3</sup> Services in addition to those most often CON-regulated.



Source: "An Analysis and Evaluation of Certificate of Need Regulation in Maryland", Phase I Final Report to the Maryland General Assembly; January 1, 2001. Barbara G. McLean, Interim Executive Director.

**JOINT HOUSE AND SENATE HEALTH COMMITTEES  
HEARINGS ON CERTIFICATE OF NEED LAWS  
(STATE OF GEORGIA)**

**TESTIMONY OF DAVID A. COOK  
DIRECTOR OF GOVERNMENT RELATIONS  
MEDICAL ASSOCIATION OF GEORGIA**

**September 2, 1997**

Thank you Chairman Middleton and Chairman Childers for holding these hearings on this most important issue and for providing me with the opportunity to speak to you and the Committee members from the physicians' perspective. My name is David Cook and I represent the Medical Association of Georgia comprised of some 8,200 Georgia physicians.

The Medical Association of Georgia supports substantial reform of Georgia's Certificate of Need laws. Our position is based on a fundamental premise: that competition in a free and fair market is the best way to achieve quality health services at the lowest possible cost.

Certificate of Need laws were enacted in 1979 to restrain the cost of hospital and other health care services by regulating the number of facilities that may be built and the type of services that may be offered. In general, these government-sanctioned barriers have not been effective in restraining costs or even hospital investments. Because those with certificates are the only players in the market, they are not pressured to deliver high quality care at the lowest price. Basic economic principles indicate that artificial barriers on competition increase costs.

The fact that Certificate of Need laws have not worked is confirmed in the various studies already mentioned. Further evidence of the dissatisfaction with CON regulations is seen in the national trend to repeal such laws. Perhaps the strongest evidence that CON regulations are not working is found in the testimony you just heard: that Georgia's hospitals are operating at 55% excess capacity. It is rare that artificial restraints on competition benefit the consumers, our patients.

Even if you believe that Certificate of Need laws were appropriate two decades ago, the reasons underpinning enactment of the laws are no longer relevant in today's health care market. Let me give you three examples of how dramatically the health care market has changed in the past 20 years.

First, CON laws were enacted at a time when there was very little competition in the health care market. The same cannot be said of today's healthcare marketplace where competition is fierce.

Second, dramatic changes in reimbursement methodologies have turned provider incentives upside down. In 1979, hospitals were paid on a "cost plus" basis. This guaranteed that hospitals would be paid for every service provided and encouraged overutilization of services. The more the better. Today, hospitals are paid by "Diagnostic Related Groups" (DRG's) which is a set sum for the diagnosed condition regardless of the number of tests or procedures performed. The fewer the services the better.

Finally, we are in the midst of redefining "quality" as it relates to health care. Where hospitals

once measured quality by the number of procedures performed or the availability of the latest technology, quality is now being measured by outcomes achieved.

In sum, the health care market is not what it was in 1979.

The Medical Association of Georgia supports repeal of certificate of need laws except in a few narrow areas that deserve special consideration. The first is in the area of long term care facilities. Unlike many other areas of health care, Medicaid currently pays 80%+ of all nursing home services making this area very nearly a mini "single payor" system. As a result, nursing homes have not historically faced the same kind of competition that hospitals face. Thus, market forces will not work and a different strategy, including the possibility of retaining CON for nursing homes, should be considered.

We also appreciate the important role that caring for the indigent population has in this debate. I would like to take this opportunity to remind you that physicians, not hospitals, treat and care for patients. It is the physician that is called at 3:00 in the morning to come to the hospital to treat the patient. It is the physician who provides his services, often free of charge.

In a recent survey conducted by the Medical Association of Georgia, our members said that they incurred, on average, \$50,000 in charity care (care for which there was no expectation of compensation) per year and some \$91,000 in bad debt (services for which there is an expectation of compensation but an inability to collect) per year.

Recent reductions in Medicare and Medicaid reimbursement rates have exacerbated the problem. In FY 1996, the Governor proposed, and the General Assembly agreed, to cut Medicaid's physician reimbursement rates by some \$21.5 million per year. Last year (FY 97), physicians suffered an additional \$7 million in cuts. That is an annual reduction of \$29 million in payments to Georgia physicians for the same level of services previously provided. **Physicians' services, which account for the smallest percentage (17%) of provider expenditures, took a whopping 36% of all cuts to Medicaid providers.**

In addition, the Balanced Budget Act of 1997 will squeeze some \$5.8 billion from physician Medicare services over the next five years. The real kicker is that Medicaid reimbursement rates are tied to Medicare rates. (Currently Medicaid pays physicians 87% of the Medicare reimbursement rate known as RBRVS). Since Medicaid reimbursement rates for physician services are directly tied to Medicare rates, the new cuts in Medicare will result in even further reductions in Medicaid reimbursement rates.

Traditionally, physicians have shifted the costs of providing indigent care to the private sector. With the onslaught of managed care, physicians are becoming less able to shift these costs to private payors. Hospitals have an Indigent Care Trust Fund to help defray the costs of indigent patients, but physicians have no similar funding mechanism. The problem of providing physician services to indigents has now reached crisis proportions.

Thus, when looking at the question of indigent care, I would urge you to keep in mind who actually provides the care and treatment of indigent patients. I would also suggest that if the market continues to ratchet down physician reimbursements, some accommodation will be necessary to assure continued care for the indigent population.

On a final note, I want to underscore the points made by Dr. Tedesco and Dr. Skelton related

to Graduate Medical Education. Prior to this year, Graduate Medical Education was funded through Medicare. Recent federal legislation has changed this and new sources of funding are necessary to continue training doctors. The Senate is currently considering ways to continue funding medical education here in Georgia.

But the problem is not only with access to funds. Medical education, by definition, requires access to patients. It has been said that it is easier to obtain a certificate of need if you can demonstrate a contribution to medical education in Georgia. It has also been said that concentration of specific types of services makes it easier to train residents. Yet these CON solutions do not address a real problem: that is, managed care companies are driving patients from teaching institutions because they do not provide the cheapest care. A more realistic approach would be to require all managed care companies to make some commitment to medical education, whether in the form of monetary contributions, a guaranteed supply of patients, or both.

I know I have used the time allotted and so I'll stop here and answer any questions you or the committee may have. Once again, I thank you for the opportunity to appear before you.

---

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**Web Posted By . . .**

*INTELIVIEW WIRELESS*

# FISCAL NOTE

**STATE OF ALASKA**  
**2002 LEGISLATIVE SESSION**

Fiscal Note Number: \_\_\_\_\_  
 Bill Version: CSHB 474 (CRA)  
 ( ) Publish Date: \_\_\_\_\_

Revision Date/Time (Note if correction): \_\_\_\_\_ Dept. Affected: \_\_\_\_\_  
 Title Alaska Coastal Wildlife Refuge BRU \_\_\_\_\_  
 Component \_\_\_\_\_  
 Sponsor Representative Green \_\_\_\_\_  
 Requester House C&RA Component No. \_\_\_\_\_

**Expenditures/Revenues** (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
<b>TOTAL OPERATING</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>CAPITAL EXPENDITURES</b>						
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<b>CHANGE IN REVENUES ( )</b>						
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**FUND SOURCE** (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type--Do not abbreviate)						
<b>TOTAL</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>

Estimate of any current year (FY2002) cost: 0.0

Check this box (X) if funding for this bill is included in the Governor's FY 2003 budget proposal:

**POSITIONS**

Full-time						
Part-time						
Temporary						

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

Prepared by: Lorali Carter, HC&RA Committee Aide  
 Division: \_\_\_\_\_  
 Approved by: \_\_\_\_\_  
 Agency: \_\_\_\_\_

Phone 465-6588  
 Date/Time 3/19/02 12:58 PM  
 Date 3/19/2002

Line 10, insert after "and Fire Island." :

Except for the public right-of-way and utility corridor created in this subsection and identified in the management plan, for a realignment of the right-of-way for the new Seward Highway, and for a realignment of the right-of-way for the Alaska Railroad, the state shall not acquire or create a right-of-way or other easement for surface transportation below the crest of the coastal bluff or below Campbell Lake without the prior approval of the legislature by law.

Passed



# REPRESENTATIVE KEVIN MEYER

---

HOUSE DISTRICT 19

## MEMORANDUM

**DATE:** March 19, 2002  
**TO:** George Utermohle, Legislative Legal Services  
**FROM:** Lorali Carter, House C&RA Committee Aide  
**RE:** Draft CS for HB 474

---

Please incorporate the following amendment in a draft committee substitute for HB 474.

This bill was passed out of HC&RA as amended. If possible, I hope to have the final version to the Chief Clerk later this afternoon.

Thanks.

# Alaska State Legislature

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CHAIRMAN LEGISLATIVE COUNCIL  
VICE CHAIR ECONOMIC DEVELOPMENT,  
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ALASKA COURT SYSTEM  
DEPT. OF CORRECTIONS  
DEPT. OF LAW

## Representative Joe Green

District 10

### **Sponsor Statement for House Bill 474**

**"An Act relating to public rights-of-way and easements for surface transportation affecting the Anchorage Coastal Wildlife Refuge."**

The Alaska State Legislature created the Potter Point State Game refuge in 1971, later expanding it to form the Anchorage Coastal Wildlife Refuge (ACWR) in 1988. ACWR runs 16 miles along Anchorage's coastline, from Point Woronzof to Potter Marsh.

The ACWR is one of few coastal salt marshes in Cook Inlet and is heavily used by waterfowl and shore birds. In addition, other animals call the refuge home including coyotes, bears, moose, lynx and hares.

House Bill 474 recognizes the value of ACWR to the people of Anchorage and seeks to protect this fragile habitat from further human encroachment by prohibiting any additional trails or roads that would affect the refuge without Legislative approval.

# Alaska State Legislature

WHILE IN SESSION  
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CHAIRMAN, LEGISLATIVE COUNCIL  
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BUDGET SUBCOMMITTEES  
ALASKA COURT SYSTEM  
DEPT. OF CORRECTIONS  
DEPT. OF LAW

Representative Joe Green  
District 10

**To:** Rep. Kevin Meyer  
Rep. Carl Morgan

**From:** Rep. Joe Green

**Date:** Feb. 25, 2002

**RE:** Scheduling House Bill 474

---

**Please schedule House Bill 474 for a hearing in the House Community and Regional Affairs Committee at your earliest convenience.**

**I have attached a sponsor statement and a current copy of the bill for your review. I have not prepared a sponsor statement as the bill is fairly short and simple, but I can do so if you would like to see one.**

**If you have any questions, please call Laura Achee in my office at xt. 6585.**



## FIRE FROM EARTH

*So-called "earthquake lights" are nothing new. The ancient Japanese and Greeks wrote about them. What's new is the possibility that scientists may be able to duplicate them in the lab and, perhaps, learn to predict earthquakes.*

**Monday in Life & Change**

# LIFE Arts

ANCHORAGE DAILY NEWS • www.adn.com

SUNDAY, JANUARY 20, 2002

# Hidden Coastline

*Anchorage refuge is a wildlife crossroads that's never far from civilization*

## 1 Anchorage Coastal Wildlife Refuge

The Anchorage Coastal Wildlife Refuge encompasses 32,000 acres that border Turnagain Arm and extend west into the Arm. It was established in 1988 to protect wildlife and was set aside for public use and enjoyment. Some major access points to the refuge are shown here.

- 1 Point Woronzof
- 2 Coastal Trail at Kincaid Park
- 3 Johns Park
- 4 Oceanview Bluff Park
- 5 Rabbit Creek Rifle Range

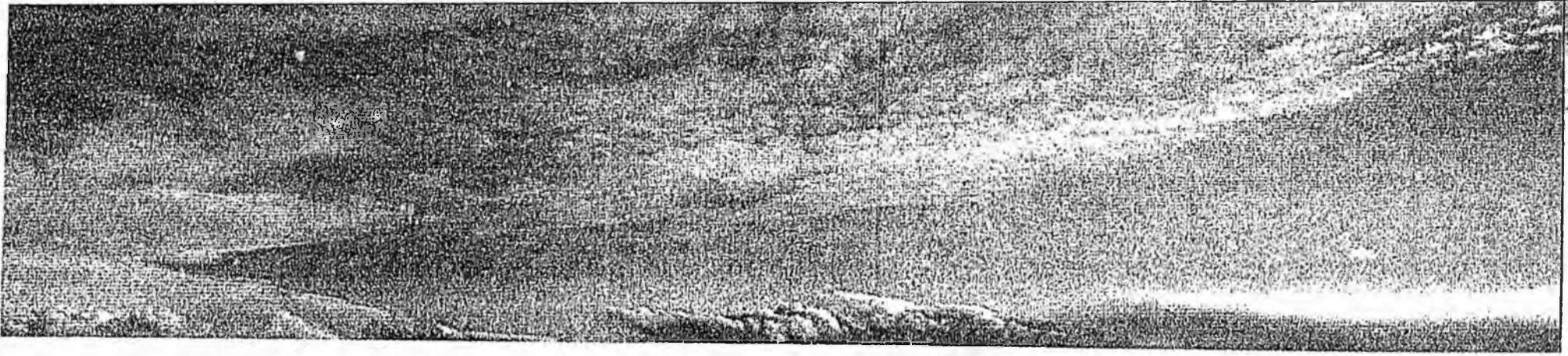
2 Kincaid Park

Diamond Blvd.

Campbell Lake

Turnagain Arm

Seward Hwy



**L**ike a row of postholes partly filled with snow, the big tracks crossed the melt-slicked crust near the bank of Campbell Creek. They angled along the steep slope of willow and alder, skirting the broad, white flat that forms the bulk of the Anchorage Coastal Wildlife Refuge.

Clearly, some large animal had passed recently, following a foraging route nearly hidden from people in the expensive homes on top of the bluff. But what could it be?

Refuge manager Rick Sinnott, on a three-mile coast walk to look for winter life, called the tracks somewhat "weird" for the second week of January.

"I'd say it looked like a bear if I didn't know they were sleeping. I don't know."

But the mystery tracks weren't alone. Day-old lynx prints padded along the same route, recording a quest for snowshoe hares. Moose had passed too, leaving snapped buds and gnawed trunks. Also puckering the snow highway were fresh coyote tracks, old magpie and

raven scratches, muskrat push-ups, and etchings that hinted at squirrels, weasels and voles.

Suddenly, three coyotes trotted into view, crossing the snow a little farther from the trees. A squad of chortling ravens dogged them, one drifting overhead, one landing in front, another prancing to the side.

Full winter or not, Anchorage's coastal fringe was hopping.

#### BEYOND POTTER MARSH

Rarely visited and hardly known, a strip of mostly undeveloped public land rims Anchorage's west and southwest shore, buffering Alaska's largest coastal city from the sea. It runs for 16 miles from Point Woronzof to Potter Creek,

almost all of it within the coastal refuge.

The refuge was founded in 1971 and expanded in 1988 to about 32,500 acres. Most people know it from visiting Potter Marsh, hunting ducks or exploring over the bluff from the Tony Knowles Coastal Trail. But the refuge's heart

may beat strongest between the Oceanview neighborhood and Kincaid Park, a 10-mile stretch of woods, seeps, marsh, creek bottoms and tidal flats. A surprising concentration of wildlife calls it home.

Where private property or other public land doesn't overlap, the refuge begins near the 20-foot elevation contour. It descends through a succession of habitats until vegetation gives way to intertidal mud that yawns toward the horizon. On some maps, this vast offshore expanse appears almost like Anchorage's shadow, a nether world that spends half the time submerged.

In spring and summer, huge congregations of cranes, geese and ducks converge. The June air jangles with the cries of 10,000 screeching birds. But take a look during January — say, from the overlook at the end of Johns Road or from the Kincaid Park motocross fence — and you might think of desolation, a frozen plain ending in a gobble of silt-blackened bergs, a place as uninviting as an ice cap.

But it's no dead zone. Instead, winter has shrunk the action to its essence — a traveling path where habitats overlap, what biologists call an ecotone.

"There really seems to be a defined movement corridor between the toe of the bluff and the outer edge of the woods," Sinnott said. "The bluff and the marsh kind of channel everything together."

Few people see this. Of four defined legal access points between the Rabbit Creek Rifle Range and Kincaid Park, one drops off a sheer bluff and another slips unmarked between two houses in a quiet cul-de-sac. Even Johns or Oceanview Bluff parks offer parking for only a few vehicles at a time.

All that could change under a proposal to extend the Coastal Trail from Kincaid to Potter. But would a stream of walkers,

skiers, joggers and bikers — and their dogs — drive off or harm the wild animals? That's one of the issues fueling an argument among residents, biologists and trail advocates.

Sinnott said his agency is looking for ways to avoid or minimize conflict with wildlife. There may be places a trail shouldn't go, for example. Or a trail below the bluff might need to be elevated or screened.

#### DISCOVERIES

While tracking problem black bears near the refuge last fall, Sinnott began to keep track of other animal sign. As snow deepened and ponds froze, he kept returning, partly to gather data for trail planners and partly to document the surprising intensity of winter activity.

Since October, he's visited the coastal refuge eight times after snowfalls, logging 30.3 miles on the ground and scores of ob-

**In spring and summer, huge congregations of cranes, geese and ducks converge. ... But look during January ... and you might think of desolation.**

servations. He's made a few startling discoveries.

For one thing, he found tracks of people and dogs crossing into the refuge from a dozen access points, some public and some private. Though prohibited, snowmachines had regularly crossed into the refuge from the Campbell Lake neighborhood, racing over the flats between Point Campbell and Oceanview. But humans seldom roamed right below the bluff.

That's where muskrats pushed up breathing holes from inside frozen ponds. Lynx prowled the woods with the densest populations of snowshoe hares. Moose bedded down just inside the tree line or followed the benches left long ago by slumping earth.

During October and November, at least two black bears meandered the route. Since then, Sinnott has found sign of at least five coyotes as well as several coyote bedding sites under low-hanging spruce. Sometimes the coyotes rendezvoused in the open, trampling the snow in what he called a "hoedown."

At one such gathering, he found a depression the size of a snowshoe hare that was spotted with blood, suggesting that one thoughtful canine had brought fresh food to the party.

### SOUNDS OF CIVILIZATION

Even with its carousing coyotes and stealthy lynx, the refuge never fully escapes the city.

At Oceanview Bluff Park, a trail hardened by people and their dogs led toward the sea. Along its route, spruce-birch forest turned to willow, willow to brush, brush to frozen marsh broken by stands of dead, bone-white trees. This human trail finally passed a rusting 55-gallon drum and stopped where the icy flats began. A red plastic gas can hanging from a branch in the last dead tree presented the only bright color in a moonscape.

The landward view was jarringly different. From a mile out, scores of big houses looked like fortifications along the bluff. The air filled with the shouts of sledding children in Oceanview, gunfire at the Rabbit Creek Rifle Range, the roar of cars on the Seward Highway.

But the winter wildlife still came. A lone moose foraged in the brush a half-mile off. In the old, gnarled crust near the sledding hill, animals had pounded a trail along the slope beneath the Alaska Railroad. So many tracks cratered the snow, it looked as if there had been a stampede.

Farther up the coast, in a tangled woods at the base of the bluff in Johns Park, this

overlap of human and animal life continued. Red squirrels had skittered across the forest floor, leaving thousands of tiny, intricate tracks in a dusting of new snow. Moose had stomped past a rusting hulk that had been a sedan. Near a half-buried tire, a raven had landed, pranced forward a few steps and taken off.

### WILDLIFE ENCOUNTERS

The three coyotes halted and stared at Sinnott and two companions. The animals appeared healthy: ears erect, thick brown-gray coats, bushy tails. After continuing at the same unhurried pace, they crossed the creek and again halted. Two smaller coyotes sat on their haunches like dogs, while the largest zigzagged through frozen sedges and hummocks with nose to the ground. The ravens skittered to driftwood and watched.

A mother coyote demonstrating the fine art of vole hunting for her pups? She found nothing. After a moment, the trio moved on, ravens flapping after them.

Sinnott led on to the northwest. A half-mile farther, the coyote tracks converged on the exposed backbone and flesh of a beluga whale, long since washed ashore and frozen in place under snow. Five vertebrae arched from the depression scratched from the ice, and sinews of flesh lay twisted on the stained surface. Coyotes and ravens had been trying to feed, but the ice was too hard.

An inventory of animal sign continued along the bluff until Sinnott reached the wreckage of rusting cars and debris below the Kincaid motocross area: coyote beds, lynx tracks, seeps littered with magpie tracks.

In the middle of one frozen pond, wads of frozen grass and stems surrounded a small open hole. Judging from the open water, a muskrat must have gnawed through the ice that morning, taking in fresh air and a snack of tubers.

In the woods at the bluff's toe, the animal trail continued along a distinct shelf, leaving a snow ditch as hard as a sidewalk. A broken tree branch stabbed out at shoulder height.

Snarled in the sharp tip was a tuft of curly brown hair.

Bear hair.

The biologist fingered the stuff, marveling at bruin sign in January. Surely it had been left last summer?

He shrugged. "Maybe those were bear tracks back there along the creek," he said.

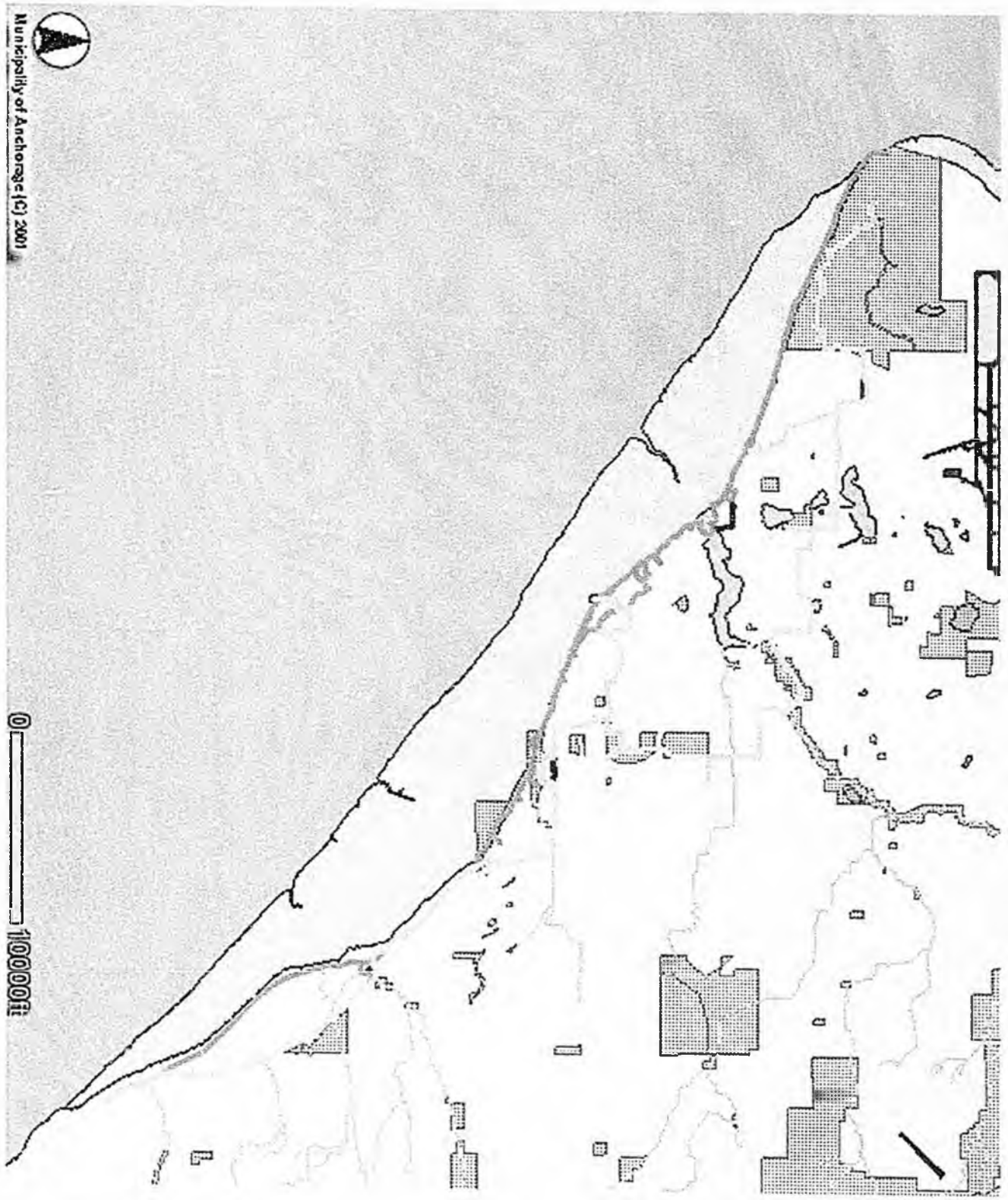
Along this coast, animals set their own schedule.

**Even with its carousing coyotes and stealthy lynx, the refuge never fully escapes the city.**

Municipality of Anchorage (C) 2001



0 100000ft



- Gold Alternative
- Oriigo Alternative
- Road Alternative
- Streams
- Airports
- Parks
- Land/Water
- Lakes
- Coastal Wetlands
- Water

**HB**

**497**

# FISCAL NOTE

**STATE OF ALASKA**  
**2002 LEGISLATIVE SESSION**

Fiscal Note Number: 1  
 Bill Version: HB 497  
 (H) Publish Date: 2/20/02

Revision Date/Time (Note if correction): \_\_\_\_\_ Dept. Affected: Revenue  
 Title Certificates of Participation BRU Revenue Operations  
for Correctional Facilities and Jails Component Treasury Division  
 Sponsor Rules Committee  
 Requester Governor Component No. 121

**Expenditures/Revenues** (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008
Personal Services						
Travel	15.0					
Contractual	1,528.0					
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Debt Service		11,439.2	11,439.0	11,440.0	11,438.7	11,440.8
<b>TOTAL OPERATING</b>	<b>1,543.0</b>	<b>11,439.2</b>	<b>11,439.0</b>	<b>11,440.0</b>	<b>11,438.7</b>	<b>11,440.8</b>

<b>CAPITAL EXPENDITURES</b>						
-----------------------------	--	--	--	--	--	--

<b>CHANGE IN REVENUES ( )</b>						
-------------------------------	--	--	--	--	--	--

**FUND SOURCE** (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF		11,439.2	11,439.0	11,440.0	11,438.7	11,440.8
1005 GF/Program Receipts						
1037 GF/Mental Health						
Bond Proceeds	1,543.0					
<b>TOTAL</b>	<b>1,543.0</b>	<b>11,439.2</b>	<b>11,439.0</b>	<b>11,440.0</b>	<b>11,438.7</b>	<b>11,440.8</b>

Estimate of any current year (FY2002) cost: 0.0

Check this box (X) if funding for this bill is included in the Governor's FY 2003 budget proposal:

**POSITIONS**

Full-time						
Part-time						
Temporary						

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

See attached page

Prepared by: Deven Mitchell, State Debt Manager Phone 465-3750  
 Division Treasury Division Date/Time 2/15/02 3:48 PM  
 Approved by: Larry Persily, Deputy Commissioner Date 02/15/2002  
 Agency Department of Revenue

**Page 2 of 2 - HB 497 - FN#1  
Department of Revenue  
Certificates of Participation for Correctional Facilities and Jails**

The legislation authorizes the issuance of \$116,952,800, plus costs of issuance, in certificates of participation (COPs) to pay for improvements to state-owned correctional facilities, improvements to community jails, and design work on additional improvements of state-owned correctional facilities. The total amount required for projects and issuing the bonds is estimated at \$118,480,000.

The COPs would be secured by leases entered into by the Department of Administration on the four state-owned facilities in Section 3(a) of the bill. All of the projects in Sections 3(a), 3(b) and 3(c) will be paid for by the COPs' proceeds.

Assuming an interest rate of 4.84% (about 40 basis points above current rates), and a 15-year term, the annual debt service would be approximately \$11.4 million. The intent is to issue the COPs all at once. However, the State Bond Committee would determine the actual timing, amount and term of the bond sales based on project demand and market conditions. In the case of the community jails, the ability to provide matching funds would also have to be met prior to issuing COPs for those projects.

Based on current estimates \$1,528,000 will pay all issuance costs, including rating agency, trustee and paying agent, printing, public notice, travel, financial adviser, bond counsel, underwriting and bond insurance fees.

# FISCAL NOTE

**STATE OF ALASKA**  
**2002 LEGISLATIVE SESSION**

Fiscal Note Number: \_\_\_\_\_  
Bill Version: HB 497  
( ) Publish Date: \_\_\_\_\_

Revision Date/Time (Note if correction): \_\_\_\_\_ Dept. Affected: Corrections  
Title "An act giving notice of approving  
the entry into, and the issuance of certificates of participation BRU Administrational and Operations  
Sponsor Rules Committee Component All  
Requester Governor Component No. #0694

**Expenditures/Revenues** (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008
Personal Services	424.2	441.0	458.0	476.0	0.0	0.0
Travel	35.0	35.0	35.0	35.0	0.0	0.0
Contractual	69.8	119.8	119.8	2,023.9	2,023.9	2,023.9
Supplies	7.0	7.0	7.0	7.0	0.0	0.0
Equipment	14.0	0.0	0.0	0.0	0.0	0.0
Land & Structures						
Grants & Claims						
Miscellaneous	0.0	0.0	0.0	8,272.8	8,272.8	8,272.8
<b>TOTAL OPERATING</b>	<b>550.0</b>	<b>602.8</b>	<b>619.8</b>	<b>10,814.7</b>	<b>10,296.7</b>	<b>10,296.7</b>

<b>CAPITAL EXPENDITURES</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>CHANGE IN REVENUES ( )</b>						
-------------------------------	--	--	--	--	--	--

**FUND SOURCE** (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF	550.0	602.8	619.8	10,814.7	10,296.7	10,296.7
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type--Do not abbreviate)						
<b>TOTAL</b>	<b>550.0</b>	<b>602.8</b>	<b>619.8</b>	<b>10,814.7</b>	<b>10,296.7</b>	<b>10,296.7</b>

Estimate of any current year (FY2002) cost: 0.0  
Check this box (X) if funding for this bill is included in the Governor's FY 2003 budget proposal:

**POSITIONS**

Full-time	7	7	7	7	*	*
Part-time						
Temporary						

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

This Bill gives notice that the upgrade and expansion of correctional facilities and jails is planned to occur in three phases with the first phase to include correctional facilities and jails for which construction can be started within one year of the effective date of this Act in order to meet the most pressing needs; and to acknowledge the second and third phases of future upgrade, expansion, and replacement projects as set out in Section 3 of the Act.

The Department of Corrections (DOC) requires \$100.0 per year to enable the Agency to hire a professional services contractor who will negotiate the necessary prisoner care and operational contracts with the different communities involved in the community jails expansion effort and to monitor contract compliance. These contracts are to ensure the communities provide a degree of custody, care, and

Prepared by: Joseph Reeves Phone 465-3315  
Division Administrative Services Date/Time 2/21/02 1:50 PM  
Approved by: Margaret M. Pugh, Commissioner Date 2/21/02  
Agency Dept. of Corrections

FISCAL NOTE

STATE OF ALASKA  
2002 LEGISLATIVE SESSION

BILL NO. \_\_\_\_\_

ANALYSIS CONTINUATION

discipline similar to that required by the laws of this state. The Department estimates approximately \$100 per hour X 1,000 hours per year = \$100.0 per year beginning on January 1, 2003. Funding need will be \$50.0 for FY2003 and \$100.0 each fiscal year thereafter.

The DOC also requires 7 new permanent fulltime project staff to coordinate and oversee new construction at the 8 communities. This note assumes that the project staff will begin work immediately and will work through the first year of operation to ensure all the warranty work is completed and the new facilities are fully functional. Annually, these administrative costs represent less than one-half of one percent of the capital costs of the projects. New staffing is as follows:

1. 4 PFT Facilities Managers I, Range 20, GGU, @ \$75.0 per year = \$300.0 (1 PCC, 1SCCC, 1 YKCC/FCC, 1 Local Jails)
2. 1 PFT Accounting Technician I, Range 12, GGU, @ \$44.2 per year = \$44.2 (Accounts Payable/Financial Tracking)
3. 2 PFT Administrative Clerk II's, Range 8, GGU, @ \$40.0 per year = \$80.0 (1 position Supports two Facility Managers)

Support costs for the 7 new project positions is as follows: \$35.0 Travel (on-site coordination of construction); \$19.8 Contractual Services (communication, office expenses, etc); \$7.0 Commodities (consumable office supplies); and \$14.0 Equipment (one-time personal computers).

Upon completion of construction in FY2005, these 8 new and expanded state prisons and local community jails will require increased operation funds starting in FY2006 to support their increased offender capacities. On the other hand, the state will be able to decrease the number of inmates that it is now placing out of state, which will produce significant cost savings.

<u>State Institutions</u>	<u># Beds</u>	<u>Operating Costs</u>
Palmer CC	237	\$ 9,979.0
Spring Creek CC	170	\$ 4,051.0
Yukon-Kuskokwim CC	96	\$ 5,682.0
Fairbanks CC	60	\$ 1,918.0
Less Out Of State Costs	-563	<u>(\$13,357.2)</u>
Total		\$ 8,272.8 (shown in miscellaneous line of fiscal note)
<u>Community Jails</u>		
Dillingham	25	\$ 850.0
Kodiak	20	\$ 350.0
Kotzebue	26	\$1,100.0
North Slope Borough	20	\$1,000.0
Less Out Of State Costs	-58	<u>(\$1,376.1)</u>
Total		\$1,923.9 (shown in contractual line of fiscal note)

\*Note: The projected increases in operating costs for the expanded facilities are based upon current per bed cost averages for the institutions. Specific staffing plans will be presented when the design work is completed.

Personal services line assumes that a 3.75% performance merit adjustment will be provided each of the 7 new staff per the provisions of labor contracts after the first year of employment. Cost calculations assume that the first year will be for development of necessary architectural and engineering plans and that the construction can be completed in two years with new operations beginning in the fourth year.

TONY KNOWLES  
GOVERNOR  
governor@gov.state.ak.us



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

HB 497  
P.O. Box 110001  
Juneau, Alaska 99811-0001  
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www.gov.state.ak.us

February 19, 2002

The Honorable Brian Porter  
Speaker of the House  
Alaska State Legislature  
State Capitol  
Juneau, Alaska 99801-1182

Dear Speaker Porter:

This bill I transmit today addresses the critical need to expand our correctional facilities in the state. This bill provides for the expansion of approximately one-third of Alaska's prisons, jails, and community jails and authorizes the issuance of about \$117 million in certificates of participation for project funding.

In 1995, my Criminal Justice Cabinet formulated a three-part strategy to address the problem presented by the state's burgeoning prison and jail populations. The plan involves reducing the number of low-risk offenders who enter the state's correctional facilities, decreasing the length of time spent by low risk-offenders in correctional facilities, and increasing the population capacity of our facilities.

House Bill 53, passed in 1998, authorized funding for the construction of a new 400-bed municipal jail in Anchorage. When I signed HB 53 into law, I called it a "good first step" toward addressing Alaska's regional corrections needs. The Anchorage jail project is now virtually complete and is scheduled to open in April of this year. The time has come to address our remaining correctional needs.

The expansion of the Palmer and Spring Creek prisons will add just over 400 beds to our statewide capacity. These beds are needed to keep pace with our increasing number of prisoners and to enable the state to return prisoners from out of state facilities. The Spring Creek project is especially important because it will expand the state's Youthful Offender Program to create more room for young offenders who can benefit from special education program designed to reduce their risks of re-offending. The combined costs of construction for these projects, which can be completed by 2005, are estimated at \$68.6 million, while the increased annual operating costs for these facilities are estimated at \$14.0 million. The department is now incurring contractual costs to house these inmates out of state.

The Honorable Brian Porter

Page 2

February 19, 2002

This bill also authorizes the expansion state facilities in Bethel and Fairbanks, which would add about 150 beds to the statewide jail system at a total construction cost of about \$28 million.

Bethel is a regional hub and prisoners from throughout the Yukon-Kuskokwim Delta are housed at the Yukon Kuskokwim Correctional Center (YKCC). The jail was built for 88 inmates, but has historically housed nearly 130 prisoners. The department is now keeping it under its legal capacity of 92 inmates only by sending many Bethel inmates to other facilities. This bill authorizes the financing needed to expand YKCC by 96 beds. The costs of construction, which can be completed by 2005, are estimated at \$17.5 million, while the increased annual operating costs for the facility will be about \$5.6 million.

The Fairbanks Correctional Center has historically been overcrowded by as much as 26% of its capacity. This condition is partially the result of statewide overcrowding, but it is largely due to the demands placed on the facility as a regional jail. As with Bethel, efforts to keep the Fairbanks facility under its legal capacity of 211 inmates are only achieved by routinely transferring inmates to other facilities. This bill authorizes the financing needed to expand the Fairbanks facility by 60 beds. The costs of construction, which should be completed by 2005, are estimated at \$10.6 million, while the increased annual operating costs is estimated at \$1.9 million.

Many of the state's remaining prisons and jails are in need of expansion as well. This bill acknowledges that these projects are just the first phase of what should be a three-phase undertaking. By the time these projects are completed, the state will need to expand the Mat-Su pretrial facility, the new Anchorage Jail, and the Pt. MacKenzie facility to add approximately 380 beds. This bill authorizes \$4.1 million in funds for the design costs associated with these projects. After that, it will be necessary to add approximately 375 beds to the state's prison in Wildwood, and its regional facilities in Lemon Creek and Ketchikan.

The third component of this legislation authorizes matching funds for the expansion of four community jails, also known as "contract jails". State prisoners are held in 15 different jails owned and operated by local governments in communities that do not have state correctional facilities. The state contracts with these facilities for the services they provide in holding state prisoners on a short-term basis.

The community jail facilities at Kodiak, Kotzebue, Dillingham, and the North Slope Borough are especially deteriorated and overcrowded. The overflow of inmates from these communities creates pressure on the state's facilities in Anchorage, Nome, and Fairbanks. This legislation authorizes up to \$16 million in matching funds for capital projects that will increase the capacity of these community jails. It is incumbent upon the communities to match the state's funds for these projects. Kotzebue has already obtained authorization for \$4 million in federal funds to be used for the expansion of their jail.

The Honorable Brian Porter

Page 3

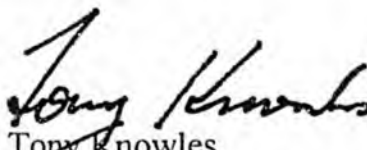
February 19, 2002

The state anticipates these capital projects will increase the capacity of these community jails as follows: replacing the 8-bed facility in Dillingham with a new 25-bed facility; replacing the existing 16-bed facility in Kodiak with a new 20-bed facility; adding 26 beds to the existing 14-bed facility in Kotzebue; and replacing the existing 9-bed facility in the North Slope Borough with a 20-bed facility. The increase in operating costs for these facilities is \$850,000 for Dillingham; \$350,000 for Kodiak; \$1.1 million for Kotzebue; and \$1 million for the North Slope Borough.

Our correctional system is continuing to bend under the strain of overcrowding. In the last ten years the average daily population has risen steadily, from 2,636 to 4,377 prisoners. The trend is continuing and it is essential that we take further measures to keep up with this growth. This bill continues to implement the Department of Corrections' multi-faceted plan to address the in-state needs for our correctional facilities.

I urge your prompt and favorable action on this bill.

Sincerely,



Tony Knowles  
Governor



Bill ←  
HB 497

State Of Alaska  
Legislative Affairs Agency  
Kenai LIO  
145 Main St Lp, Ste 217  
Kenai, AK 99611  
907-283-2030

Date: 3-13-02

Please accept the enclosed original(s) of written testimony for the HCR A teleconference hearing that was scheduled on 3-14-02.

A copy of this testimony was transmitted to your committee via fax on 3-13-02 5:35.

Thank You,

W. Byrnie



# Alaska State Legislature

Please enter into the record my testimony to the

HCR A

committee name

Committee on

HB497

bill # / subject

, dated

03/14/02

I support this Bill.

We need to get our inmates back into Alaska. All of the money that we spend on outside private prisons is thrown away and does nothing to help our economy.

Inmates have the best chance of rehabilitation when they can be near family and community support.

By having the state correctional facilities spread throughout the state we accomplish several things. We keep the prisons small enough so that they are less likely to be inmate run, we save on the transportation costs associated with transporting inmates to and from court or court ordered programming.

Signed:

William R. Parker

Testifier

Self

Representing (optional)

35367 Rabbit Run Road, Soldotna, AK 99609

Address

(907) 262-7677

Phone number

State Facilities are normally equipped with all  
of the programming, Medical & ~~other~~ <sup>(2)</sup> mental and any  
other services that the inmates may require.

Private/For Profit prisons only base their contract  
on room and board, (3 shots & a cot) and charge  
extra for everything else.

Federal studies have shown that private  
prisons really do not save money. Recent  
reports have also stated that private prisons  
are a drain on the community as they do  
not pay wages or benefits that will keep  
their employees ~~from~~ from receiving public assistance.  
These studies also show that private prisons  
get additional financial support in the form of  
reduced taxes. The funds paid to a private  
prison company go to the stockholders rather  
than to the community.

The communities that already have <sup>state</sup> prisons  
are ready to accept, eager to receive expansions  
of those facilities.

Thank you  
M. R. P. H.

# STATE OF ALASKA

**DEPARTMENT OF CORRECTIONS**  
*Commissioner's Office*

3/14  
TONY KNOWLES, GOVERNOR

431 N. Franklin Street, Suite 400  
Juneau, AK 99801  
PHONE: (907) 465-4652  
FAX: (907) 465-3390

February 21, 2002

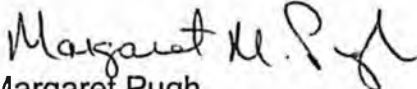
The Honorable Carl Morgan  
The Honorable Kevin Meyer  
Community and Regional Affairs Co-Chairs  
Alaska House of Representatives  
State Capitol, Room 434  
Juneau, Alaska 99801

Dear Representative Morgan:

I am respectfully requesting that House Bill 497, "An Act giving notice of and approving the entry into, and the issuance of, certificates of participation for the upgrade, expansion, and replacement of certain correctional facilities and jails; giving notice of and approving the entry into, lease-financing agreements for certain of the projects; and providing for an effective date." be scheduled for a hearing in the House Community and Regional Affairs committee. It has two fiscal notes.

If you have any questions, please feel free to give me a call.

Sincerely,

  
Margaret Pugh  
Commissioner of Corrections

cc: Shari Kochman, Deputy Legislative Director  
Office of the Governor



CORRECTIONS + COMMUNITY PARTNERSHIPS

# A NEW WAY OF DOING BUSINESS



FEBRUARY 2002



STATE OF ALASKA + DEPARTMENT OF CORRECTIONS



## EXECUTIVE SUMMARY

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**P**reparing Alaska for the economy of the 21st century remains at the top of policymakers' agendas. The world changed on September 11, 2001; the nation, the state and each of us as individuals are affected. We are reevaluating our relationship with government and our expectations for reliable public services. The state is looking again at the issues of declining oil revenues and depleted savings. Construction costs continue to rise. These circumstances call for a new way of doing business.

This "new way of doing business" calls for active partnership between the Department of Corrections and local communities to deliver regional correctional facilities. Partnerships are the effective response to many challenges in the world today, including the demand on corrections facilities in Alaska. This collaborative approach will stimulate local economies, strengthen community and deliver statewide corrections solutions.

The State of Alaska continues to incarcerate criminals at an increasing rate. While trends in other states have declined, Alaska's prison population continues to expand at an average rate of approximately 5% per year. The significance of this statistic is found in its long term impact. In 1990, there were 2700 prisoners in state custody. In 1998, that figure increased to 4100. In 2001 the prisoner population was 4500, a 66% increase over ten years. One can only assume that number will be higher yet in another ten years.

In order to address the problem presented by this burgeoning prison population, the Department of Corrections has implemented a three-part strategy. This plan involves reducing the number of low-risk offenders who enter the state's correctional facilities, decreasing the length of time spent by low-risk offenders in correctional facilities and increasing the population capacity of our facilities. In the meantime, Alaskan prisoners are being held in a privately operated facility in Arizona as a stop gap measure.

The first two strategies rely extensively on increasing the state's use of Community Residential Centers or "halfway houses." In 1990, the Department used only 200 CRC beds; this number now stands at 730. The Department

of Corrections intends to continue this increase in its use of CRC beds. However, halfway houses are only for offenders who present a low risk of danger to the community.

Unfortunately, Alaska has thousands of repeat and serious violent offenders who cannot be permitted to threaten the safety of our families and our communities. These prisoners must be incarcerated in secure jails and prisons. For this to happen, Alaska must increase the capacity of both its jails and prisons.

For nearly 10 years, Alaska has relied on facilities beyond our borders to hold prisoners. The cost of this placement in private prisons is approximately \$18 million dollars annually. This outflow of resources that could be spent in the state, coupled with the social impact of separating families and community members, has recently given rise to concern by the public, lawmakers and the Department of Corrections. This is the genesis for "A New Way of Doing Business."

As is true elsewhere, Alaska's criminal justice system is organized regionally. Each region has a hub community where there is a court, prosecutors, defense attorneys, law enforcement officers and a jail. These agencies are interdependent and if one component is deficient, the entire system is affected.

To satisfy the growing number of prisoners, the Department of Corrections must provide adequate jail space in every region so that unsentenced inmates will be in proximity to their regional court. Otherwise, the state will be forced to incur tremendous costs in transporting inmates to and from other locations.

The Department of Corrections has developed a multifaceted plan to address these issues. This report describes the projects that make up that plan and depicts capital cost projections based on 2003 construction costs. Using current construction cost indexes, these costs are forecast to escalate at a rate of approximately 3% per year for the next 5 to 8 years. The plan is safe, statewide, consistent with best correctional practices, involves community participation (government to government) and is cost effective.



## PARTNERSHIP GOALS

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### Bethel

Bethel's jail, the Yukon-Kuskokwim Correctional Center (YKCC), was originally built for 88 inmates, yet the demand for space far exceeds that available. Since Bethel is a regional hub, prisoners from throughout the Yukon-Kuskokwim Delta are housed at YKCC. The correctional facility routinely places unsentenced misdemeanants in halfway houses and transfers sentenced felons to other correctional facilities as soon as possible; nonetheless, dangerous levels of overcrowding continue to exist at YKCC. Many Bethel inmates are currently being sent to other facilities because of the overcrowding at YKCC. Of all the state's correctional facilities, YKCC's overcrowding has continued unabated for the longest period of time.

The cost of expanding YKCC by 96 beds is considerably less expensive than building a new correctional facility in the area.

### Fairbanks

The Fairbanks Correctional Center (FCC) serves primarily as a regional jail, and secondarily as a prison, for the northern region of the state. The existing 1960's structure holds 200 prisoners which meets only 60% of the current demand.

In response to the need for pretrial beds, two pods containing twenty double-bunked cells are planned for the jail's general population. Additionally, ten double-occupied segregation cells are planned for inmates requiring a higher level of security. In all, this expansion will enable 100 additional prisoners to be housed at the Fairbanks Correctional Center.

### Palmer

The Palmer Correctional Center represents a key project of this expansion plan. Approximately one-half of the Palmer Correctional Center was constructed as a minimum custody facility. Most of the state's minimum custody inmates, however, are now being housed in halfway houses. Unfortunately, the state now has an overabundance of medium custody inmates. Although initially built to house approximately 300 prisoners, most of the facility's infrastructure was designed for a population of 600 prisoners.

This expansion plan will add 237 new beds to the Palmer Correctional Center's current capacity of 341 prisoners. It also provides for upgrading the security of the correctional facility, the most important component of which is building a secure fence around the perimeter of the entire institution.

### Seward

The state's maximum security prison is Spring Creek Correctional Center located in Seward. In 1999, this site was selected to house the Youthful Offenders Program for juveniles who have been adjudicated as adults and who have shown a willingness to work towards personal betterment. This plan expands the existing 50 prisoner Youthful Offenders Program to 150 and provides the necessary tools to house, educate and counsel these young men, guiding them toward productive lives as adults.

## Mat-Su

Mat-Su Pretrial provides jail space for the fastest growing region within the state. The existing building was designed to be used solely as inmate housing. Early on, due to budget shortfalls, the building was modified to include the facility's administration, and programs and support base, which decreases the holding area to approximately half of the originally designed jail space. This project recognizes the original intent by renovating the existing building to be used strictly as prisoner housing and constructing a new administration, program and support building.

The proposed Intake and Booking center at the Mat-Su Pretrial Facility will replace cells that currently hold 23 prisoners and create space for 41 new prisoners in a 64 bed intake facility. The addition will also include a vehicle sallyport for secure prisoner transport, a booking center, expansion to the administration area and incremental expansions to the facility's core components.

## Anchorage

The Anchorage Jail will begin operation this spring. Upon opening, the new jail will be filled to capacity with no room for anticipated growth. This plan constructs the three additional housing pods that were designed as the second phase of the new jail. The addition will result in an increase of space for 192 prisoners and will increase efficiency and security by connecting the Anchorage Jail to the Anchorage Cook Inlet Pretrial Facility with an elevated secure pedestrian link.

## Point MacKenzie

Point MacKenzie Farm is a farm camp for 112 prisoners located on one of the abandoned Point MacKenzie farms. The program was implemented in 1993 through the cooperation of several governmental agencies and a private sector donation of surplus modular housing units that had been used as an oil industry camp. These

buildings have served the state's use well over their life-span but have now fallen beyond repair and need replacement. The Department plans to expand the overall program population to 200 prisoners.

## Kenai

Kenai's Wildwood Correctional Center offers an excellent opportunity to expand capacity for medium security detention. The proposed plan increases the existing 361 prisoner facility to 617 by adding space for 256 prisoners in two new medium security buildings and 24 in an administrative segregation housing unit. In addition, the project also creates medical space, and provides a controlled entry point to the campus, administration renovation and a security fence upgrade.

## Juneau

Lemon Creek Correctional Center is located in Juneau and serves as a regional jail and prison. Approximately half of its prisoner population is sentenced. Lemon Creek is the only facility other than Spring Creek to hold maximum security prisoners and as such, extra security measures are necessary to protect the public from these dangerous individuals. The proposed expansion project increases the number of inmates held at LCCC from its current population of 164 to 228 by adding one 64 prisoner cell block. Security upgrades to the perimeter fence and added program space are also included in the proposed expansion.

## Ketchikan

The southernmost Department of Corrections regional jail is located in Ketchikan. The 47 prisoner jail is slated for a 24 bed expansion that will allow the facility to operate more efficiently by creating a higher level of security in the booking and control areas and consolidating program and support space.

# YUKON-KUSKOKWIM

## CORRECTIONAL CENTER

### Project Summary

Serving as a mixed use facility, the Yukon-Kuskokwim Correctional Center (YKCC) houses 88 male and female sentenced and unsentenced inmates. As a regional facility, YKCC's primary occupants are individuals who reside in the Yukon Kuskokwim River drainage areas. The facility is located on a 2.5 acre site between the Bethel Airport and Bethel's community center. The 25,500 square foot structure constructed in 1984 has remained relatively unaltered in 25 years.

Four years ago, YKCC held an average of 115 prisoners daily, approximately 30% beyond the facility's rated capacity. In order to address this problem, nearly all sentenced prisoners were placed in halfway houses or transported out of the region during 2000 and 2001. Now 90% of YKCC's population is pretrial prisoners.

Utilities serving the building are shared with the neighboring Bethel Youth Facility, which was constructed after YKCC. Because the utilities were designed with only one facility in mind, this sharing often taxes the system beyond its capacity.

The expansion plan for YKCC is to add 48 double-occupancy cells to increase the facility's capacity by 96 inmates. Then YKCC can again function as originally intended, holding the region's sentenced inmates.

The increased population will be supported by adding kitchen storage space, a classroom, a maintenance/warehouse area, and upgrading the existing building utilities, as well as the existing dental/medical area and the administration and intake areas.



### Project Cost

Total:	\$18,594,000
Infrastructure:	\$3,643,000
Expansion:	\$14,951,000
Cost per bed: (expansion)	\$155,700

## Yukon Kuskokwim Correctional Center



### Project Description

The expansion plan proposed for the Yukon-Kuskokwim Correctional Center focuses on providing additional housing for this critically overcrowded facility. The plan includes the construction of two separate, but dependent, additions, as well as limited renovations to existing spaces.

*Housing Additions:* The proposed housing addition of one large pretrial housing pod will streamline staffing requirements and maximize housing efficiencies. The addition of this module will provide accommodations for 96 pretrial inmates, using double-occupancy cells. This addition will allow the facility to accommodate up to 184 prisoners, 96 in an indirect supervision setting.

*Support Addition:* A 3,200 square foot addition for support services will be constructed to provide the facility with necessary food storage, general storage, maintenance and administration space. These spaces are needed now, but their availability will become critical when the institution's inmate population increases. The construction of this addition will enable spaces that have been put into service as temporary storage areas to be returned to their original, intended use.

*Exercise Yard:* The expansion project will extend into space currently occupied by the secure exercise yard. It is recommended that the relocated outdoor exercise space be constructed adjacent to the new housing wing and that the secure roof from the housing unit extend over the yard to cover the space. This measure will increase the security and usefulness of the space.

*Renovation:* There are several areas within the existing facility that require renovation to safely house the incarcerated population. Its components include:

- **Boiler** - The existing boiler is not adequately sized to provide the heat needed for the existing building, let alone sufficient heat for the new cells and support space. Additional boiler capacity is required.
- **Water System** - The existing water source serving YKCC and the Bethel Youth Facility contains excessive organic and inorganic impurities. In order for the water to be potable, significant filtration is required. The existing water system does not provide chlorinated water and is prone to frequent breakdowns. The water is particularly hard and caustic, regularly causing fixture and pipe plugging because of the heavy mineral deposits. Part of this expansion project will be to increase water storage capacity and provide chlorination and filtration.
- **Medical Services** - The existing medical services area needs to be refurbished to provide a more efficient, modern medical exam room and an area for the provision of dental services.
- **Administration** - The food storage area will be relocated and expanded in the new addition. The existing food storage space will become part of the administrative area. This will allow two existing office spaces now located in the secure portion of the facility to be converted to holding cells for intake/booking.
- **Intake/Booking** - There are several security upgrades that must be made in the intake/booking area. Due to the heavy use of this part of the facility, it is essential that additional short-term holding space be created.

The total cost for this multi-task project is \$18,594,000. Completion of the project will increase YKCC's inmate capacity from 88 to 184 prisoners and upgrade the essential support space and infrastructure. The housing costs equate to approximately \$155,700 per additional prison bed.

# CORRECTION

THE FOLLOWING DOCUMENT(S)  
HAVE BEEN REFILMED TO  
ASSURE LEGIBILITY OR PAGINATION



Central Microfilm Services  
Department of Education & Early Development  
State of Alaska

## Yukon Kuskokwim Correctional Center



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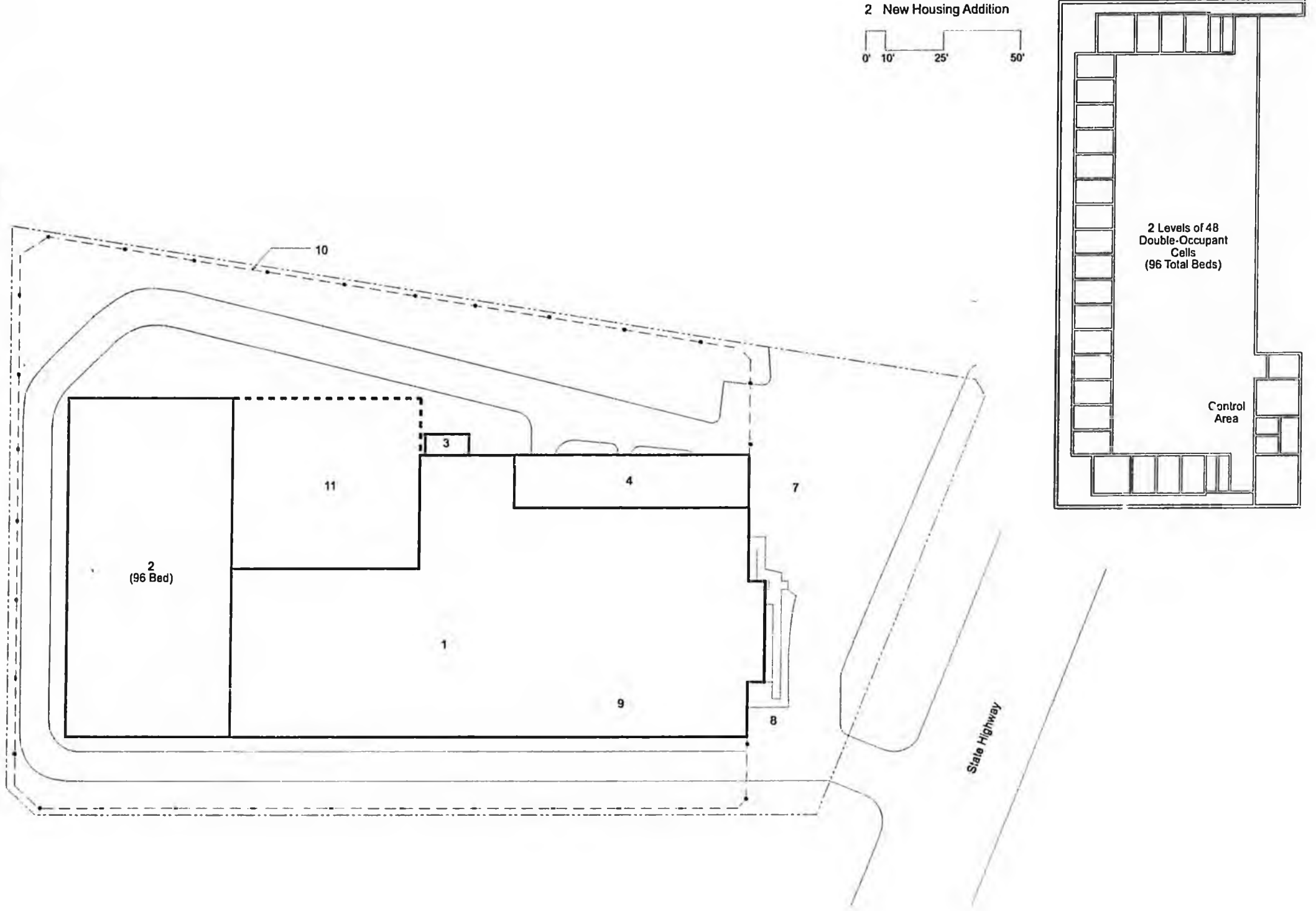
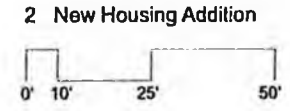
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- **Intake/Booking** - There are several security upgrades that must be made in the intake/booking area. Due to the heavy use of this part of the facility, it is essential that additional short-term holding space be created.

The total cost for this multi-task project is \$18,594,000. Completion of the project will increase YKCC's inmate capacity from 88 to 184 prisoners and upgrade the essential support space and infrastructure. The housing costs equate to approximately \$155,700 per additional prison bed.

- 1 Existing Building
- 2 Housing Addition
- 3 Maintenance Shop
- 4 Administration and Food Storage Expansion
- 5 Storage Vans
- 6 Outdoor Exercise Yard
- 7 Parking
- 8 Intake
- 9 Renovation and Boiler System Upgrade
- 10 Secure Perimeter
- 11 Covered Exercise Yard



# FAIRBANKS

## CORRECTIONAL CENTER

### Project Summary

The Fairbanks Correctional Center (FCC) occupies a 36 acre site fronting Wilber Street within the City of Fairbanks. The FCC structure was originally constructed in the 1960's and has since been added to and modified on several occasions. The building is now 79,000 square feet and houses inmates from the northern two-thirds of Alaska: from the Canadian border north to Kaktovik Island, from Barrow west along the major interior waterways and south past Mr. McKinley. Although it was originally built as a prison for minimum through medium custody prisoners, FCC now primarily serves as a jail for unsentenced prisoners.

The 2001 average daily population at FCC was 203 inmates, which is over the facility's rated capacity. This condition is partially the result of statewide overcrowding, but it is largely due to the demands placed on the facility as a regional jail. Barrow's vote to allow the consumption of alcohol within the community has significantly increased the number of transfers from the North Slope into the Fairbanks institution.

The proposed expansion of this facility includes adding space for 80 additional general population inmates in two 40-inmate housing units, and 20 higher custody inmates in a stand alone pod. These housing units will be supported by indoor recreation space, education classrooms and an inmate property storage area. The addition will be constructed as jail space.

The existing mechanical/electrical infrastructure is in need of repair and there is currently no perimeter detection system in place. These deficiencies will be rectified as part of this expansion plan.



### Project Goals

- Increase the inmate capacity by 80 general beds from 200 to 280 by constructing two new housing pods.
- Add a 20 bed segregation housing pod.
- Correct existing mechanical and electrical deficiencies.
- Provide a secure perimeter to ensure public safety.



### Project Cost

Total:	\$15,152,000
Infrastructure:	\$1,744,000
Expansion:	\$13,408,000
Cost per bed: (expansion)	\$134,100

## Fairbanks Correctional Center



### Project Description

The planned expansion of the Fairbanks Correctional Center will add approximately 26,000 square feet to the east side of the existing gymnasium and dayroom. The construction of the addition is not expected to disrupt the operation of the institution. In addition to this new construction, the expansion plan includes security and utility system repairs that must be made. The following is an overview of the project components.

#### *New Housing:*

The new addition will provide 40 general population double-occupancy jail cells to house 80 male inmates. Half of these will be "wet" cells; i.e., equipped with penal toilet/lavatory fixtures. 20 cells will be constructed as "dry" cells (without plumbing). This configuration will require toilets and lavatories to be constructed outside the cells in dorm-type toilet rooms. The combination of "wet" and "dry" cells allows flexibility in the management of the housing units, which is essential for proper inmate management. In addition, ten double-bunked segregation cells will be added. The wet cells will constitute a separate stand alone housing pod for male inmates who require special levels of supervision.

In addition to the housing units themselves, the increased population will require the establishment of several support areas.

#### *Academic Education Classrooms:*

Classroom space will be provided for educational purposes, counseling and other uses. The four rooms will be 600 to 750 square feet in size and serve a wide range of functions.

#### *Vocational Education Classrooms:*

Two vocational education classrooms will be situated in the new addition. These two rooms will provide an area for teaching various job and life skills.

#### *Property Storage:*

An area to store inmate personal property is included in the addition. This space is a normal jail function; it is essentially a well-organized, high-density storage room.

#### *Indoor Exercise Room:*

A small indoor exercise area is required for inmate exercise.

In addition to the new building construction, there are two more infrastructure needs at the institution.

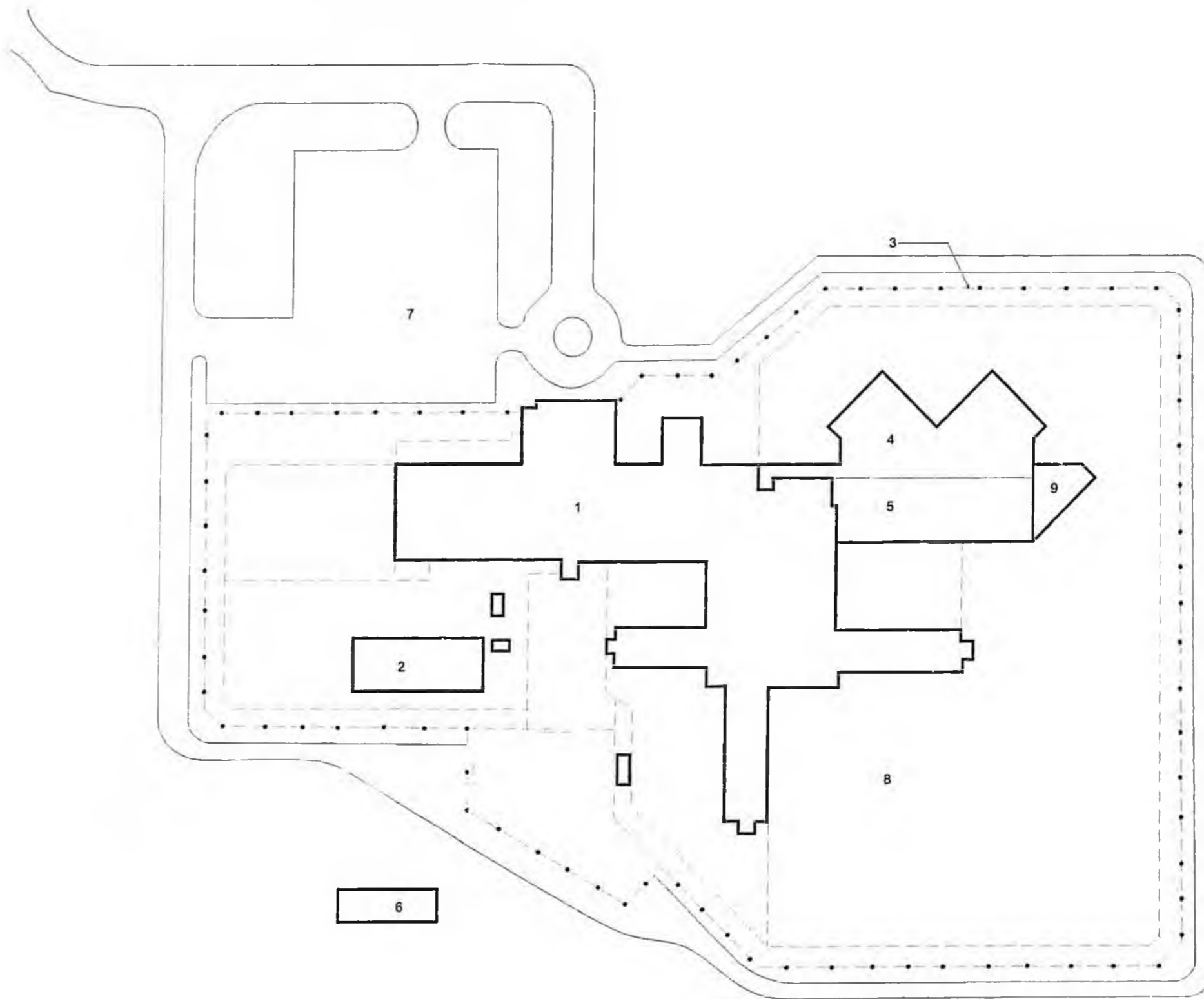
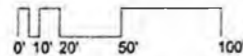
#### *System Upgrades:*

The first is the institution's mechanical and electrical systems. Several components of the heating, air handling and electrical system, which are now thirty years old, are worn out and in need of repair and replacement.

The double perimeter fence at FCC is well constructed and provides an adequate security barrier for most of the institution. There is, however, no perimeter alarm. Without an alarm, there is no way of detecting an escape in progress other than through visually monitoring the perimeter. This is a necessary upgrade to ensure public safety.

A total cost of \$15,152,000 has been estimated for this project. Of this, \$1,744,000 has been identified to bring the infrastructure up to date. The expansion component equates to approximately \$134,100 for each of the 80 added general population and 20 segregation beds.

- 1 Fairbanks Correctional Center
- 2 Prison Industries
- 3 Secure Perimeter
- 4 Housing Expansion
- 5 Programs Expansion
- 6 Service Yard Storage
- 7 Parking
- 8 Outdoor Exercise Yard
- 9 Segregation Housing



# PALMER

## CORRECTIONAL CENTER

### Project Summary

The Palmer Correctional Center is a prison located between Sutton and Palmer on the Glenn Highway. The institution currently provides housing for 383 minimum and medium security inmates within its 620 acre site. A development proposal published in 1990 outlined a plan for expanding both the buildings and infrastructure of this correctional institution to accommodate a total of approximately 600 inmates. Thus far, implemented projects include the addition of a 176-bed minimum security housing unit that was constructed in 1991 - 1992 and a new sewage system. Additionally, the facility's infrastructure has been enhanced by completing electrical upgrades, program and support structure renovations and roadway alignments. These projects have provided some of the infrastructure necessary to support the expansion set out in this proposal.

This proposed multicomponent project will increase the rated prisoner capacity of the institution by 237 beds for a new total population of 600. In addition to increasing the facility's prisoner capacity, the proposed construction will also upgrade the water system, expand program space and secure the perimeter by constructing a fence, all necessary infrastructure needs. Currently, the grounds of the minimum security half of the institution are open with no fence or physical perimeter boundary. Increasing the entire institution security level to medium will necessitate a fully secure perimeter.

The increased capacity of this institution will enable the Department to keep up with growing numbers of prisoners and perhaps bring home some prisoners from out of state.



### Project Goals

- Upgrade the security of the institution from one-half medium and one-half minimum to all medium security.
- Increase the capacity of the institution by 217 general beds and 20 special beds to a total of 600.
- Provide a secure point of entry into the complex.
- Upgrade the water utility to accommodate the expanded population.



### Project Cost

Total:	\$44,494,000
Infrastructure:	\$10,579,000
Expansion:	\$33,915,000
Cost per bed: (expansion)	\$143,100

# Palmer Correctional Center



## Project Description

There are seven elements to the proposed construction at the Palmer Correctional Center.

### *Perimeter Security:*

The minimum custody half of the Palmer Correctional Center is situated outside of the secure perimeter that surrounds the medium custody half of the institution. The entire institution will be enclosed with a medium security, 7,000 linear foot, double fence. The twelve-foot tall fence will include a joint domain detection system, barbed razor wire, lighting and appropriately located surveillance cameras.

### *Central Control Gate House and Visitation:*

The Palmer Correctional Center currently relies on two small control rooms in the medium security complex. Construction of a new, independent central control station will allow consolidation of many of the tasks performed at the existing control points and provide a cost effective location from which to monitor the campus. The new control room and gate house will also serve as the point of entry for all visitors and staff. Visitation will occur in a connected, secure area located inside the double fence line. This arrangement will allow visitation to occur outside the housing complex and away from the general inmate population, both of which are important to maintaining security.

### *Administrative Facilities:*

The building currently used for administrative services will be enclosed by the new fence. Prison security dictates the establishment of a new administration building outside of the perimeter because this building houses sensitive materials, including communications for the institution and the armory.

### *New Housing:*

Construction of a three-pod medium security housing building will increase the Center's prisoner population to 600, the maximum currently supported by sewer and electrical utilities. Each housing pod will be comprised of 48 double occupied cells capable of holding 96 male prisoners. The 88 square foot cells will be equipped to hold prisoners in their cells for longer than 10 hours. Cells will be equipped with all furnishings needed to meet ACA and other state and national standards. Two existing substandard housing buildings will be converted for use

as vocational training classrooms. The reallocation of this space will result in a total gain of space for 217 prisoners. With the addition of general population prisoners, it is also necessary to increase the segregation holding capacity. Segregation housing is required for those individuals who must be removed from the general population for discipline or safety reasons. This area will include 10 double-bunked cells to hold 20 inmates.

### *Programs:*

The existing medium security housing complex is limited to space for 165 inmates due to a shortfall of required program space. This component will provide the mandated education and shop program space required to increase the population. The proposed addition will allow an increase of space for 45 inmates and provide education opportunities for the entire institution population.

### *Core Facilities:*

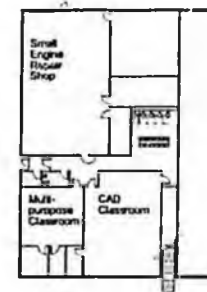
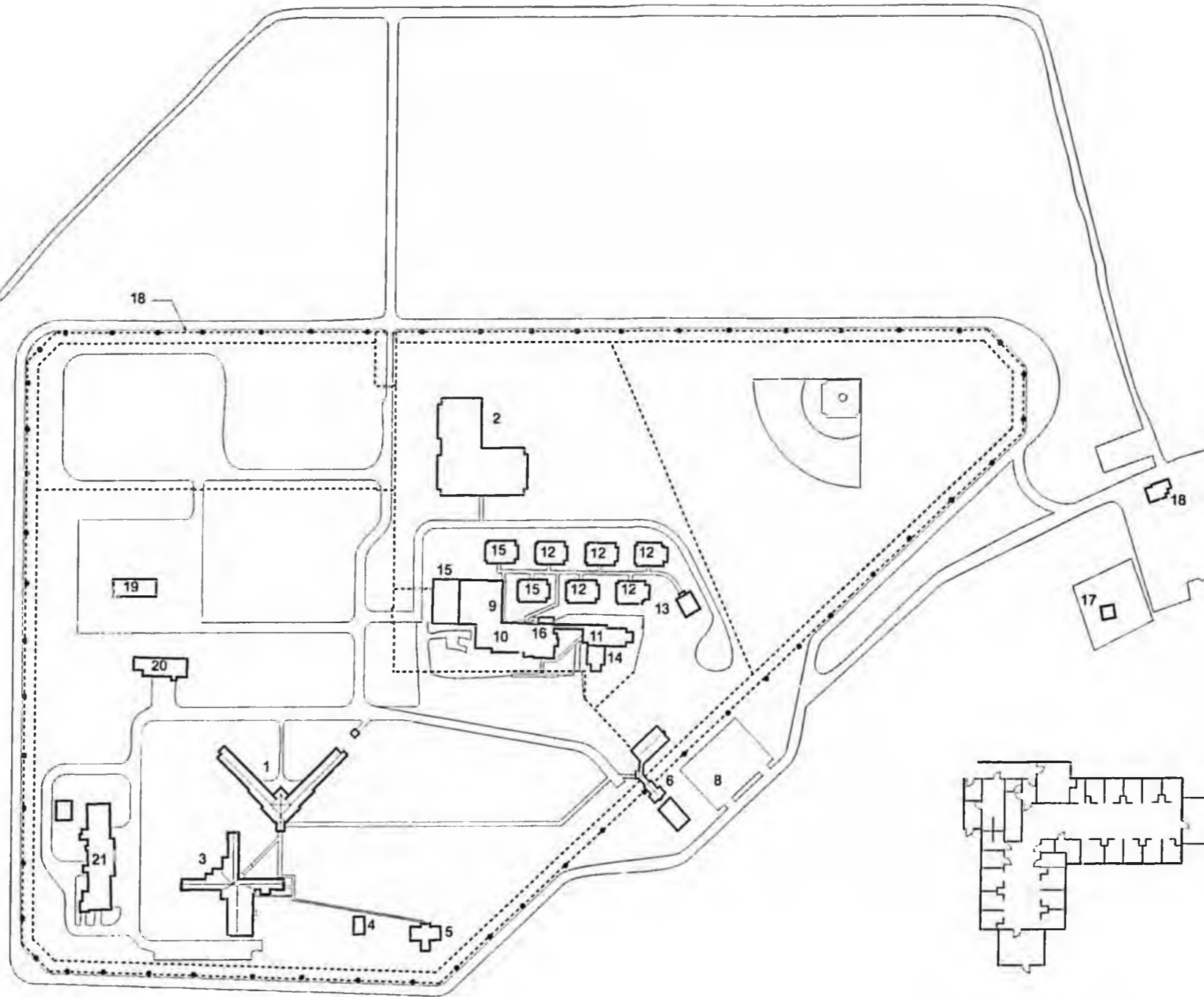
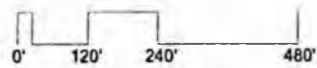
Additions to existing core facilities such as food, laundry and medical spaces will be required. It is envisioned that these needs can be met through the modification of existing resources, making their cost relatively minor.

### *Utility Upgrade:*

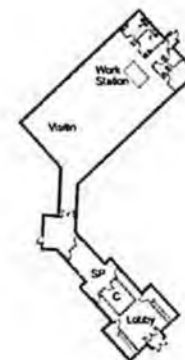
There is currently no provision for treating or storing domestic or fire fighting water at the PCC site. This project provides a water storage tank, water treatment system, fire hydrants and domestic water supply. The work also includes sewage pretreatment, which is currently not provided at the facility.

A total cost of \$44,494,000 has been estimated for this project. Of this, \$10,579,000 has been allocated for necessary infrastructure upgrades and \$33,915,000 for housing expansion. The cost per additional prison bed is \$143,100.

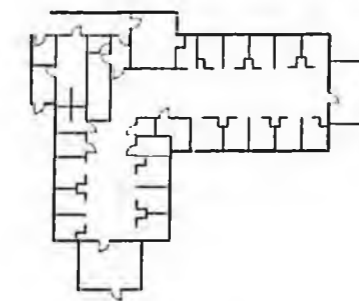
- 1 Housing Unit
- 2 New Housing Unit
- 3 Program and Support
- 4 Chapel
- 5 Inside Administration Building
- 6 Central Control Gate House
- 7 Outside Administration Building
- 8 Parking
- 9 Gymnasium / Shop Building
- 10 Program and Support
- 11 Special Handling Unit
- 12 Housing Unit
- 13 Chapel
- 14 Visitor Reception Center
- 15 Programs Expansion
- 16 Core Facilities Expansion
- 17 Pavilion
- 18 Secure Perimeter
- 19 Warehouse
- 20 Warehouse
- 21 Maintenance Shops



15 Programs Expansion first of two levels



6 Central Control Gate House



14 New Segregation Unit



2 New Housing Unit first of two levels

# SPRING CREEK

## CORRECTIONAL CENTER

### Project Summary

In 1999, the Alaska Department of Corrections and the Kenai Borough School District established a Youthful Offenders Program (YOP) within the Spring Creek Correctional Center. This rigorous assignment, with a strong educational component, is for offenders under the age of 20 who have a sentence of a year or more to serve. The YOP enrollment is currently fifty male inmates who range in age from fifteen to twenty years old. All of these prisoners are being processed as felons within the adult system. Most of these inmates are serving sentences that extend from three years to three hundred and fifty years. Some of these young men will soon be back in the community, while others will spend the rest of their lives within the confines of the correctional system. The average length of sentence for those currently participating in the YOP is 5 years.

To support society's demands for law and order while addressing the needs of this unique inmate population, the Department has designed and adopted a program that aggressively encourages these young men to become productive citizens of their respective communities, both within the corrections system and upon release. This five phase program is driven by established goals and inmate commitment. Ultimately, the young men who complete the program will learn life and socialization skills and earn the next level of education, be that GED, High School equivalency, some form of vocational training or post secondary education.

There are 150 young men who have been identified as potential candidates for the YOP; however, there is currently insufficient space for the 50 who are enrolled and participate in the program.

The proposed project will extend north of the administration and program support building into an undeveloped, unused side yard. The expansion will provide housing, academic and vocational education for up to 150 youthful offenders.



### Project Goals

- Provide educational opportunities complying with State of Alaska educational requirements.
- Increase housing capacity of the Spring Creek Correctional Center by 150 general beds and 20 special beds.



### Project Cost

Total: \$28,130,000  
Cost per bed: \$165,500  
(expansion)

## Spring Creek Correctional Center



### Project Description

The current Youthful Offenders Program enrolls young men, waived by the courts, who have been tried and convicted as adults. The YOP is currently located in a prison housing pod designed for 32 adults that now serves the 50 YOP participants. The proposed expansion plan will construct a stand-alone unit for 150 inmates, separate from the rest of the institution.

The YOP is an immersion type program that includes all aspects of the inmate's life. These activities currently take place in spaces that were intended for neither teenagers nor educational purposes. The obvious shortfalls include lack of teaching space, study space, research areas, counseling areas, exercise space, accommodations and equipment for vocational training. The successes found within the YOP will undoubtedly be increased with the additional opportunities for education.

The proposed addition is located within the fenced SCCC campus and is immediately north of the administration building. This area was originally designed for future program expansion, and existing construction supports addition in that direction. The expansion is expected to include approximately 77,000 square feet of housing, exercise, academic education and vocational education space.

General population will be made up of two, thirty-two cell double bunked housing pods. Additionally, there will be twenty-two maximum security, single occupant cells and ten double bunked segregation cells.

A secure control room with direct observation into the maximum/segregation dayroom is planned. The control room is to be a 24 hour secure post controlling all perimeter unit doors as well as outer sallyport doors. Additional necessary support space will be provided for the program as well.

An area adjacent to the dayroom is to be equipped with 32 study stations where homework can be completed. There are to be five 800 square foot classrooms arranged to allow two classrooms to be adjoined when moveable partitions are opened.

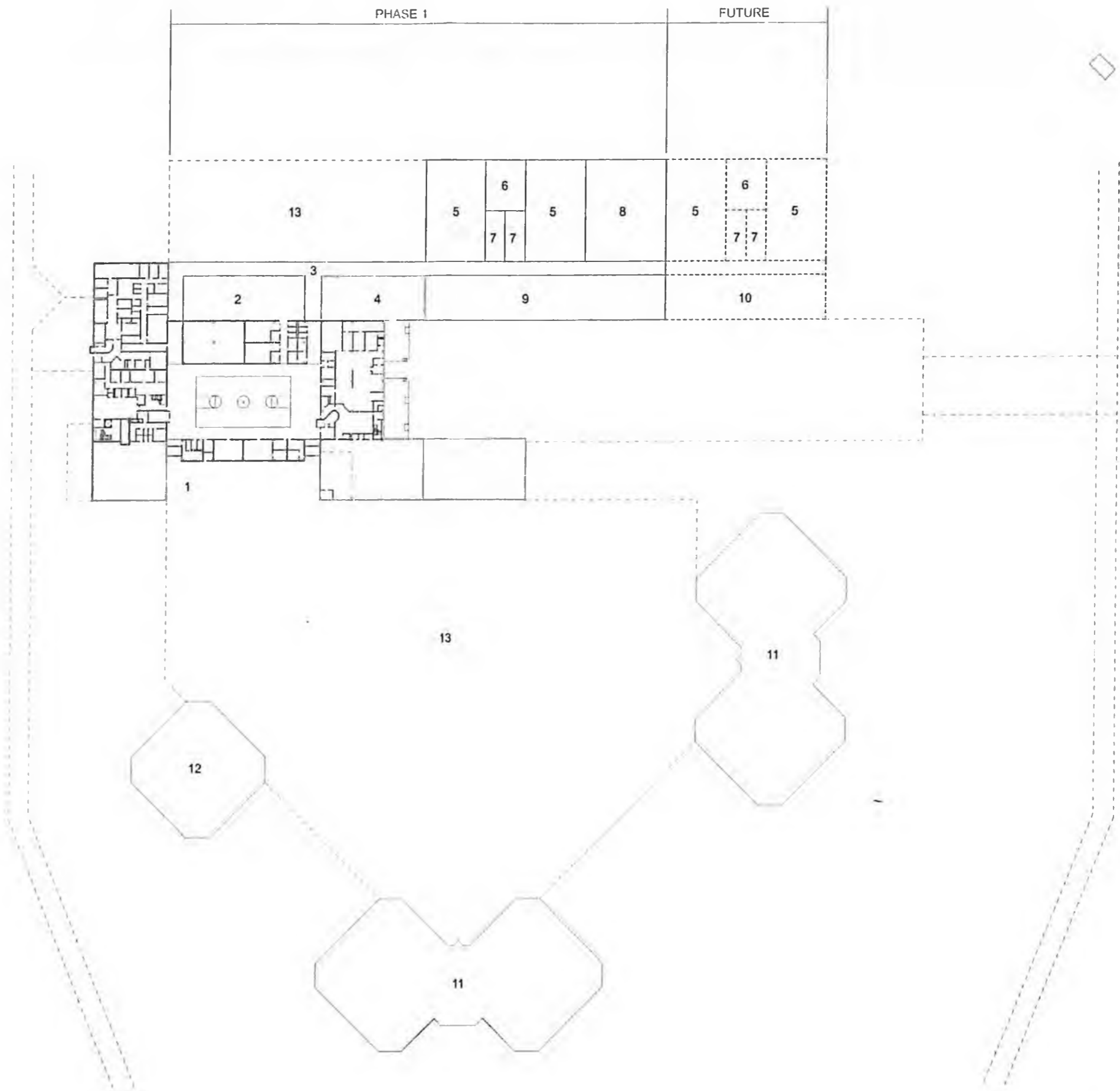
The Assistant Superintendent's office is to serve as the administrative center within the school portion of the Youthful Offender's Building complex. A workroom is to be provided near the classrooms and is to be available for staff and teachers.

In total, the planned expansion will encompass approximately 77,500 gross square feet and is expected to cost \$28,130,000 or \$165,500 per added bed.

# SPRING CREEK

## CORRECTIONAL CENTER

- 1 Existing Administration Building
- 2 Academic Training
- 3 Circulation Spine
- 4 Existing Property Room
- 5 64-Bed Cell Pod
- 6 Covered Exercise Yard
- 7 Duty Station
- 8 22 Max Cells & 10 Seg Cells
- 9 Vocational Training
- 10 Industries
- 11 Existing 128-Bed Cell Pod
- 12 Existing 64-Bed Segregation Pod
- 13 Outdoor Exercise Yard



### Project Summary

The 89-bed Mat-Su Pretrial facility is located in Palmer adjacent to the Palmer Police Department, the Alaska State Troopers and the Mat-Su Borough Court House. The 2.8 acre site is bound on two sides by undeveloped properties, by East Dogwood Avenue to the south and Palmer city property to the west. The pretrial building design has been compromised on several occasions, first to accommodate budget shortfalls and again in 1998 to create required female housing.

The 2001 average daily population at Mat-Su Pretrial was held within the rated capacity. This population is maintained only by shifting pretrial inmates to the Palmer Correctional Center, causing overcrowding in that low security prison facility, and by transferring prison inmates out of the state.

The proposed project provides space for an additional 107 beds by adding cells in the existing building and constructing an intake addition to house 64 prisoners. The addition will also accommodate intake/booking and support services. Pretrial services are currently located in the existing city-owned buildings.

Other existing services to be relocated into the addition include indoor exercise, classrooms, staff areas, visitation, administration and food services. The existing women's unit, located on the second floor, will be moved to the first floor to correct existing ADA violations.



### Project Goals

- Increase the facility inmate capacity by 102 general beds and 5 special beds.
- Provide safe and secure intake/booking areas.

### Project Cost

Total:	\$27,517,000
Infrastructure:	\$6,152,000
Expansion:	\$21,365,000
Cost per bed: (expansion)	\$199,700

## Mat-Su Pretrial



### Project Description

The expansion plan proposed for Mat-Su Pretrial (MSPT) consists of constructing an addition and making extensive renovations to the existing pretrial facility. Continued occupancy and interdependent spatial relationships necessitate that the project be phased by first constructing the addition, relocating all services to the new building and then completing the renovation.

During initial construction in 1985, it was decided that 64 pretrial cells would be constructed at a later date and that administration and programs and support space would occupy the area designed for cells. Later, the *Cleary* lawsuit necessitated the construction of a temporary women's housing unit in space that was previously used as administrative offices, further cramping space.

The scope of this project is to construct a new Intake/Booking center and renovate the existing structure to provide only prisoner housing, as originally intended. In order to make this modification, administration and support spaces must be moved from the existing structure to make room for cells. A secondary, but important, aspect of this project is that the existing booking center, owned by the City of Palmer, will be returned to the City for its use.

#### *Intake Cells and Intake/Booking:*

A new intake cell pod will be developed to house 64 male inmates in 32 secure cells. The 23 holding cells that are currently in the intake/booking area will be relocated to the new 64 bed unit. In addition, the new booking area will include 8 single person booking cells. A new intake, booking and drive-in sally port will replace the existing undersized, difficult to manage space that is connected to the Palmer Police Station. The current booking center does not qualify as secure space, falling far below any of the minimum national standards for prisoner intake areas.

#### *Public Entry and Visitation:*

A non-secure entry point will be created for the public entering the facility. The public entry will include a small waiting area, public restrooms, lockers and a telephone alcove. The visitation area includes contact and non-contact visitation spaces.

#### *Administration:*

The administrative area includes limited office, reception, nurse's office and records space for the facility.

#### *Inmate Programs and Food Service:*

The inmate program area includes space for education, indoor exercise and property storage. The existing food service area is to be relocated and expanded to accommodate the increased inmate population.

#### *Renovation:*

Extensive renovations will be made to approximately half of the existing MSPT building to allow the building to be used exclusively for housing. This modification will create sufficient space for an additional 58 inmates. All administration, program and support space will be moved to the new Intake/Booking center.

#### *ADA Upgrade:*

An elevator will be installed to the second level of the facility to remedy ADA access concerns and to provide a means of transporting food carts and supplies to the second housing level.

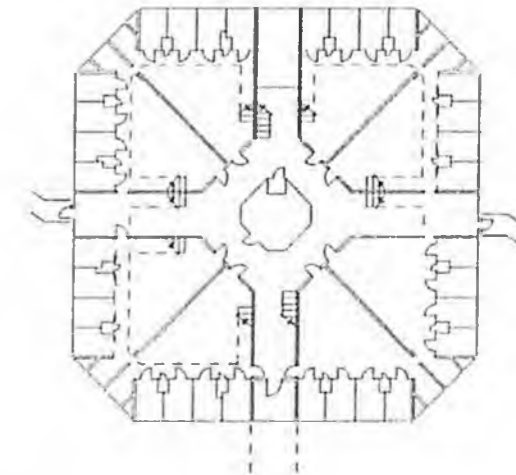
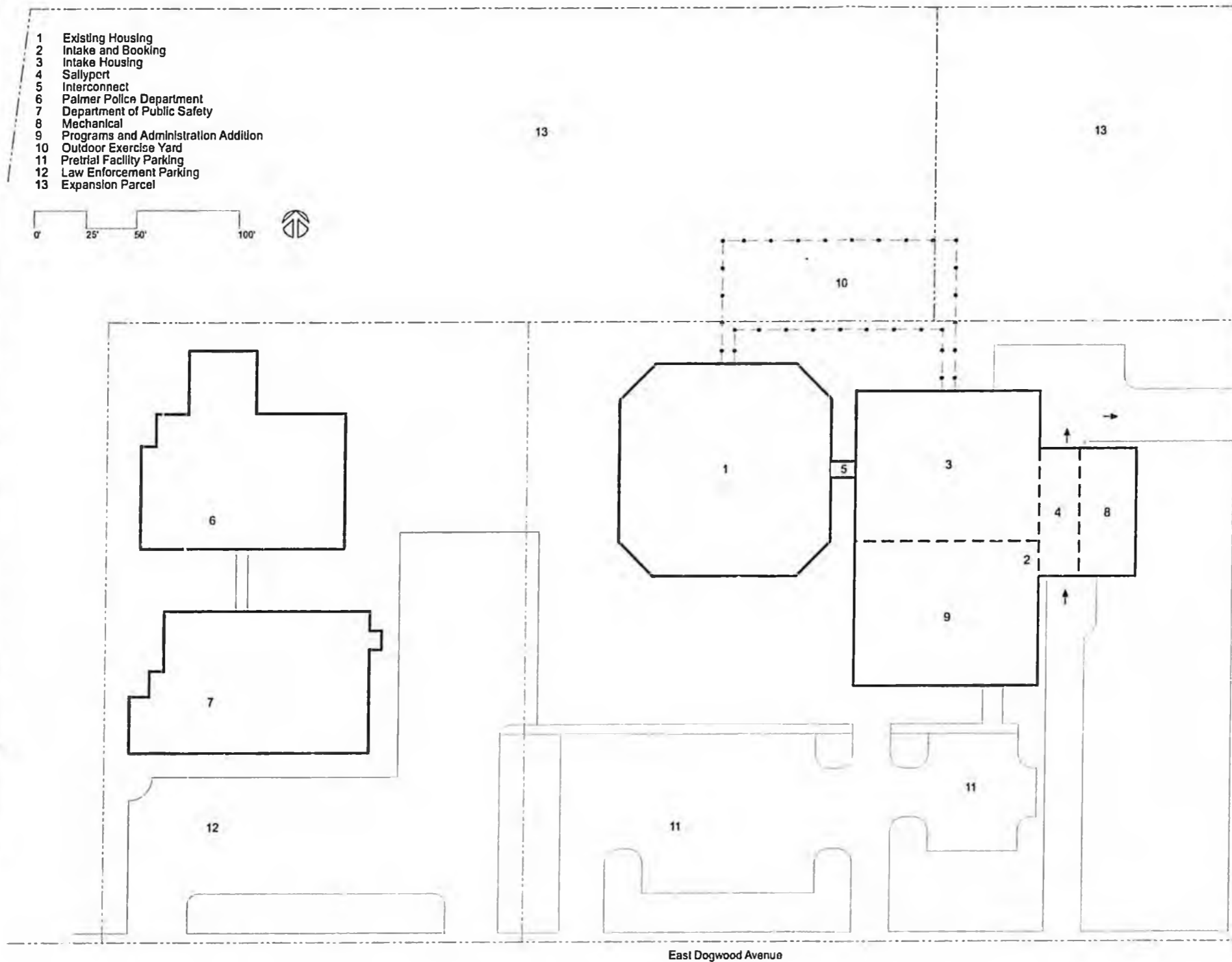
#### *Support:*

Incremental increases will be made to administration and several support spaces impacted by the additional prisoners. A secure outdoor exercise yard is to be constructed. This necessary feature will be roofed to eliminate the possibility of a climbing escape from the yard.

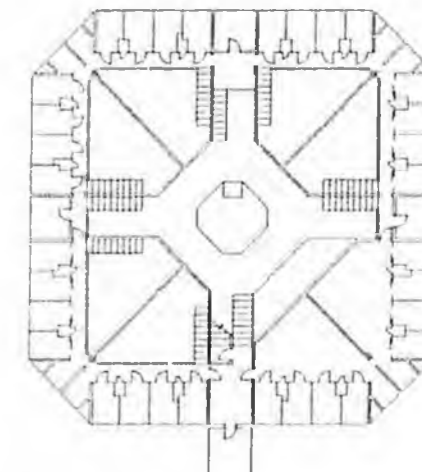
The vacant property to the north of the institution should be acquired to accommodate outdoor exercise, recommended clear space and future expansion.

The total project cost for the renovation and expansion of the Mat-Su Pretrial facility is \$27,517,000 of which \$6,152,000 is for necessary infrastructure upgrades. This addition will allow for an increase of space for 107 prisoners. The per bed cost of the addition is \$199,700.

- 1 Existing Housing
- 2 Intake and Booking
- 3 Intake Housing
- 4 Sallyport
- 5 Interconnect
- 6 Palmer Police Department
- 7 Department of Public Safety
- 8 Mechanical
- 9 Programs and Administration Addition
- 10 Outdoor Exercise Yard
- 11 Pretrial Facility Parking
- 12 Law Enforcement Parking
- 13 Expansion Parcel



1 Pre-trial Facility Remodel  
first of two levels



second of two levels



# ANCHORAGE

# JAIL

## Project Summary

The newly constructed Anchorage Jail was designed to house 400 general population prisoners. In 2002, the Anchorage Jail will open and immediately fill to capacity.

The Anchorage Jail was planned and designed to be capable of expansion. Core facilities such as the mechanical/electrical services, intake/booking area, laundry and food service were sized to accommodate the expansion from 400 to 600 inmates. This expansion groundwork is now constructed and ready for the additional cells.

In addition to the cell pods, there are several necessary related projects that include the purchase of additional food service, laundry and mechanical equipment. These costs are included within the housing cost.

The opportunity to allow Cook Inlet Pretrial and the new Anchorage Jail to support each other will be realized through the development of an elevated, secure pedestrian link between the buildings. This connection was included in the jail design and is ready to be implemented with this project.



## Project Goals

- Increase the jail population by 192 from 388 to 580 inmates.
- Enhance efficiency of Cook Inlet Pretrial and the Anchorage Jail.



## Project Cost

Total: \$26,428,000  
Cost per bed: \$137,600  
(expansion)



## Anchorage Jail



## Project Description

The Anchorage Jail began construction in 2000 and will be fully operational at its rated capacity of 388 prisoners by midyear 2002. The pretrial facility was constructed to alleviate the serious crowding that was occurring in the Sixth Avenue Jail. The 300% increase in prisoners held in the Anchorage Jail meets the demand for 2002. Fortunately, the building was planned and the groundwork laid down for an expansion of 3 housing pods of 64 prisoners for a total expansion of space for 192 inmates. This increase to a nominal occupancy of 600 prisoners will require some equipment purchases to support the 50% prisoner increase.

The Anchorage Jail expansion project is made up of two major components:

### *Housing:*

Three 9,200 square foot cell pods will provide housing for 192 prisoners in 96 double occupied cells. The new cell pods will be identical to the current configuration, thereby minimizing design costs and staff training time. This expansion was planned at the project's conception, and accommodations have been made within the existing construction to minimize the cost impact at the time of construction.

### *Pedestrian Connection:*

The Anchorage Jail serves as a jail and the regional booking center. As such, detainees are brought to the jail and processed

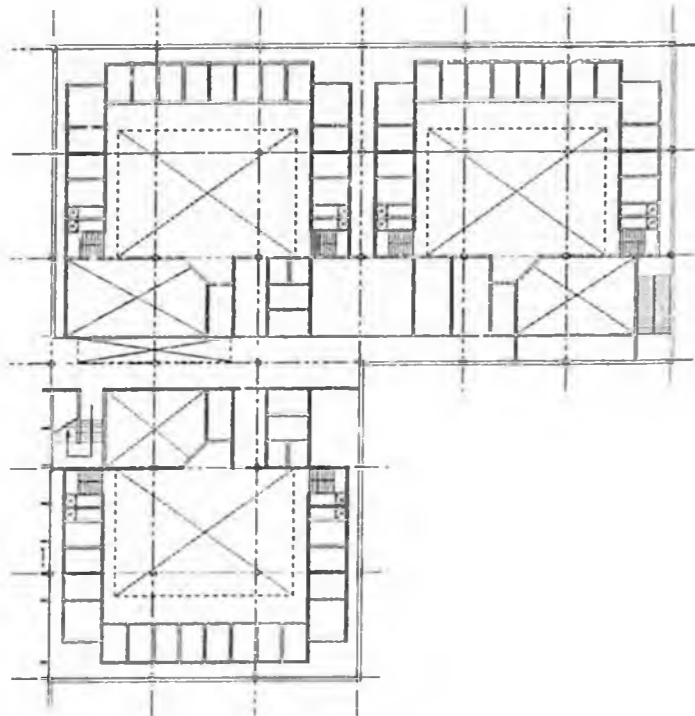
into the system or released on bail. Those who are held are often transferred by vehicle from the Anchorage Jail to Cook Inlet Pretrial. One means to minimize the transportation cost is to link the buildings with a secure pedestrian bridge. Transfers between the buildings for court appearances in the jail's secure courtroom and the movement of equipment and staff through a secure and direct link will increase the efficiency of both facilities.

A total cost of \$26,428,000 is projected for this addition which results in a cost of \$137,600 per additional bed.

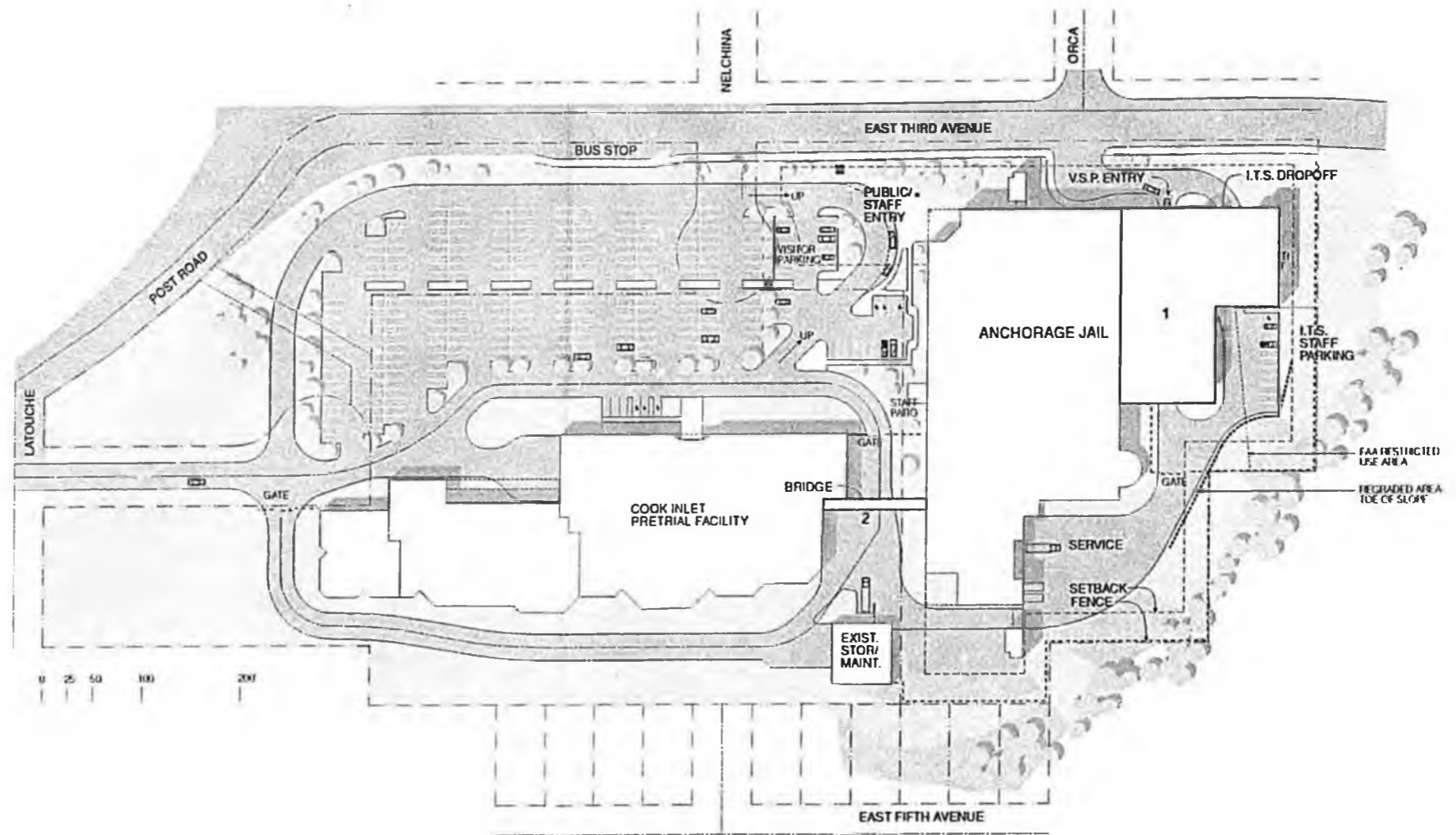


# ANCHORAGE

# JAIL



2nd Floor Addition: 3 Housing Pods



- 1 New Housing Pods
- 2 Sky Bridge

# POINT MACKENZIE

## FARM

### Project Summary

The Point MacKenzie Farm began operation in 1993 as "Project Hope." This plan departed from traditional methods of incarceration by allowing low custody inmates the opportunity to work productively and construct their environment.

Since inception, the farm has expanded to accommodate 112 male inmates, 64 of whom live in substandard ATCO modular trailers that were built for use in pipeline construction camps and later relocated to Prudhoe Bay. The trailers were donated to the state for this project in 1993 when they were no longer usable to the exploration companies as summer housing.

The project is sited on a 590 acre tract of land originally established by the Department of Natural Resources, Division of Agriculture, as one of 31 farms located within the 15,000 acre Point MacKenzie Agricultural Project. Upon abandonment, the farm fell into a state of general disrepair. One of the goals of this interagency program was to restore and preserve the Point MacKenzie farms. Other goals included the following:

- Develop correctional industry work programs.
- Provide inmate rehabilitation, vocational training, substance abuse counseling, life skills and work programs.
- Develop specific pre-release and life skills programs that target male offenders.
- Offset DOC operation cost by providing agricultural products to institutions.
- Provide needed bed space to reduce crowding in DOC institutions.
- Provide meaningful alternative placement from institutions.

The objective of this development plan is to increase inmate population to 200 by constructing permanent housing, food service and laundry facilities. This plan will be implemented without compromising the efficiency of the farm at any point during construction.



### Project Goals

- Increase the total number of prisoners held at the Point MacKenzie by 58 general beds and 1 special bed.
- Replace deteriorated ATCO housing.
- Provide additional education classroom space.
- Provide permanent food service and laundry facilities.



### Project Cost

Total:	\$9,908,000
Infrastructure:	\$678,000
Expansion:	\$9,230,000
Cost per bed: (expansion)	\$103,700

## Point MacKenzie Farm



### Project Description

The Point MacKenzie expansion is made up of 4 projects required to support the addition of space for 88 minimum custody inmates and replace substandard housing for 100 existing inmates.

*Housing:* In 1993, a number of surplus modular housing units (ATCO units) were donated to the state for use by the Department of Corrections as housing for a prison farm. The ambitious project found support in the legislative body, and late in the fall of 1993 the Point MacKenzie Farm was established on a former dairy farm. The ATCO units were donated because they were no longer useful to the exploration companies. The units were in poor repair and maintenance costs were prohibitively high for their continued use; these costs are now being paid by the state. This project replaces the derelict housing units and adds housing for 88 new inmates. In addition to the ATCO units, a small inmate work crew lives in the two original farm houses. These houses are immediately adjacent to Guernsey road, making security within the houses very difficult to maintain. The project will also allow the inmates now living in original farm houses to be moved into the more secure inmate area.

#### *Education Addition.*

A two-classroom, one-office addition is planned for the campus. This addition will supplement the existing single classroom and allow a broader range of education possibilities and accommodate the 80% campus population increase.

#### *Administrative Addition:*

Two additional tasks are included in this project. The first adds two holding rooms and a secure holding cell. The holding rooms are to be semi-secure and used for short term holds prior to transfer. The secure cell is also for short term holds, but will be used when a greater degree of security is required as a result of an inmate's aggressive or unpredictable actions. The second component of

the addition is a small office for the 24 hour duty station. This space is to be attached to, but separate from, the holding cells.

#### *Support Facility:*

A single inmate support facility is planned to be added to the existing utility building. This support addition includes a replacement kitchen, dining room, laundry and day rooms. The addition will replace the existing facilities which are housed in derelict ATCO units. Existing equipment will be reused in the new construction. Collocating these spaces, which use large quantities of energy, with the existing utility plant reduces distribution costs and increases efficiency.

#### *Utility Upgrades:*

With an increase of space for 88 inmates, there is a need to expand the sewer and water systems to maintain safe conditions on site.

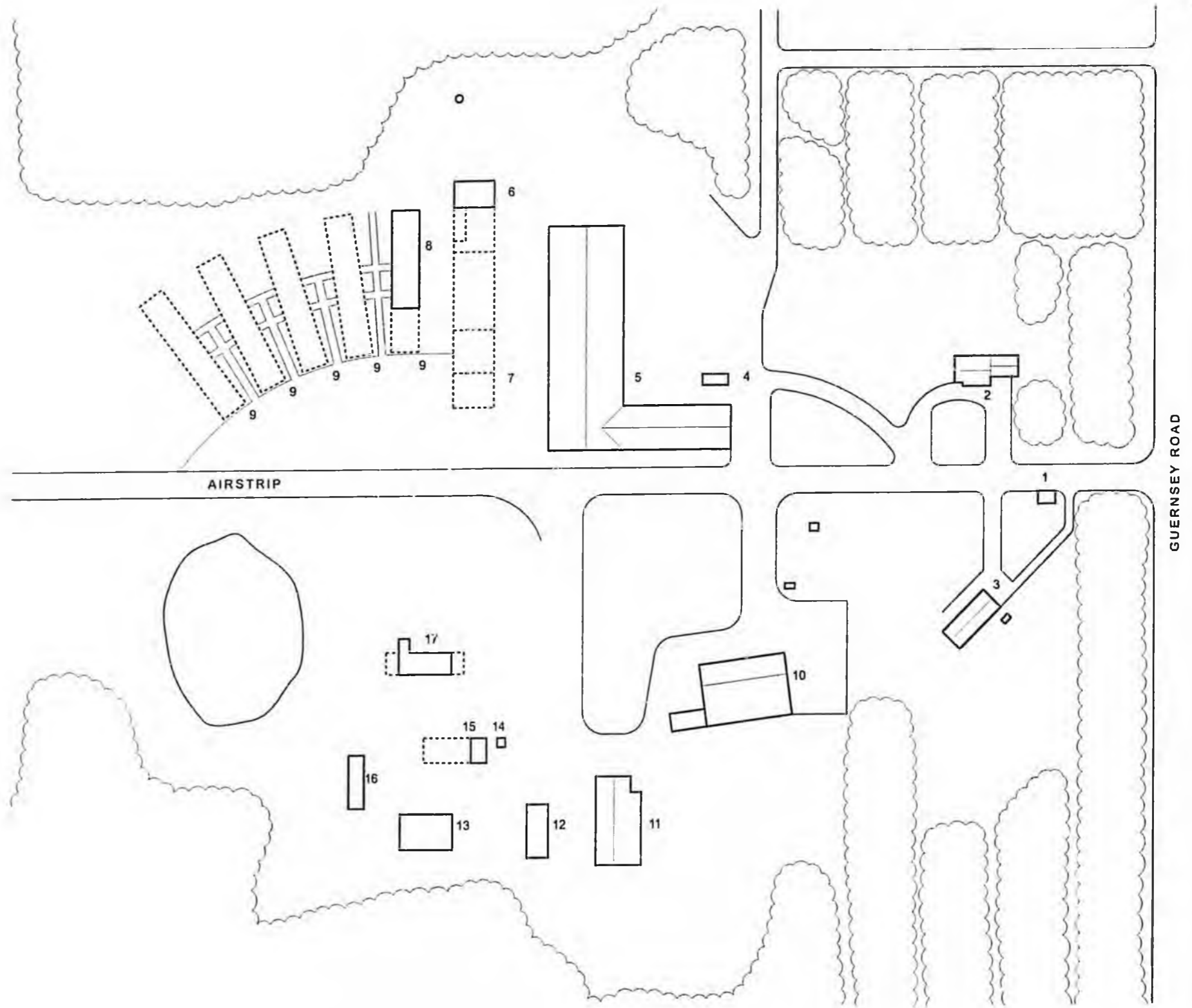
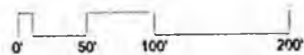
The total cost of the Point MacKenzie Farm expansion will be approximately \$9,908,000. The cost of upgrading needed infrastructure is \$678,000, and the cost for the housing expansion is \$9,230,000 or \$103,700 per inmate.



# POINT MACKENZIE

## FARM

- 1 Gate House
- 2 Administration
- 3 Visiting
- 4 Generator
- 5 Barn
- 6 Mechanical
- 7 Kitchen & Multi-purpose Hall
- 8 Existing Housing Unit
- 9 Paired 20-Bed Housing Unit
- 10 Shop
- 11 Storage
- 12 Greenhouse
- 13 Firawood Shed
- 14 Electrical
- 15 Classroom
- 16 Tool Room
- 17 Duty Station



# WILDWOOD

# CORRECTIONAL CENTER

## Project Summary

Wildwood Correctional Center is located immediately north of the City of Kenai and serves as both a medium security prison for male inmates and a pretrial facility for the Kenai region. 249 inmates are held at the Wildwood prison and the pretrial unit houses 112 male and female unsentenced prisoners for a total prisoner population of 361. The 140-acre Wildwood Correctional Center site occupies a small portion of a primary component of an Army intelligence and communication project that was constructed in the 1950's. In 1976, the Kenai Natives Association gained title to the facility. In 1983, the KNA began leasing several of the buildings to the Alaska Department of Corrections for use as a prison. In 1993, the State of Alaska purchased the Wildwood site for permanent use as a correctional facility.

A development plan adopted in 1992 set in motion a series of projects designed to incrementally enhance prison security, develop required infrastructure and add inmate housing. To date, a maintenance building has been refurbished and the security fence has been expanded. The pretrial facility was expanded to provide additional program space and food service.

In 2001, the medium security institution averaged 249 inmates per day. The pretrial unit averaged 104 inmates per day, just below the rated capacity.

The expansion plan for the Wildwood Correctional Center will enable the facility to house an additional 256 inmates, bringing the total to 617 inmates.

Increasing capacity of this institution will enable the Department of Corrections to keep up with growing numbers of prisoners and perhaps bring home some prisoners from out of state.

## Project Goals

- Provide a secure perimeter.
- Develop a perimeter entry and control room.
- Increase the inmate capacity by 256 from 361 to 617.
- Provide 30 special needs beds and health care.
- Provide appropriate infrastructure to support the increased population.



## Project Cost

Total:	\$50,050,000
Expansion:	\$35,273,000
Infrastructure:	\$14,777,000
Cost per bed: (expansion)	\$123,300



## Wildwood Correctional Center



### Project Description

The expansion plan that has been developed for the Wildwood Correctional Center consists of several incremental projects. This plan resolves several of the problems associated with changing an aged military base into a modern prison and will result in an efficient medium security correctional center.

#### *Inmate Housing:*

The primary purpose of this expansion project is the construction of two new 128-inmate capacity medium-security housing buildings, providing space for 256 additional inmates.

#### *Site Work:*

It will be necessary to develop the parking and roadways for vehicular access and provide a secure enclosure for the proposed building construction and renovation.

#### *Public Visiting:*

Public visitation, currently located within the housing building, will be relocated. This new location is adjacent to the proposed pedestrian entry and will minimize access of the general public to the prison grounds. Moving visitation away from the housing complex and away from the general inmate population is consistent with sound correctional standards and practices.

#### *Administrative Facilities:*

Security concerns and space utilization make it appropriate to relocate administration, armory, key shop and other security-sensitive facilities (which are currently collocated with inmate housing) into a different building on the outside of perimeter. An abandoned building outside of the perimeter will be renovated to provide space for these services.

#### *Central Control Room:*

The facility's central control room is located on the first floor of the housing building. Development of a new central control

gatehouse is an important component of the expansion of this institution; not only will this upgrade enhance control over site access and security, but it will provide better utilization and efficiency of staff.

Moving the visiting area, the administrative facilities and the central control room away from the first floor of the housing building, as described above, will create space that can be used for food service and dining in anticipation of the increased inmate population.

#### *Miscellaneous Infrastructure:*

Additional fencing, increased utilities, a new heating plant, fire suppression, laundry upgrades and the renovation of reallocated spaces are required.

#### *Health Care:*

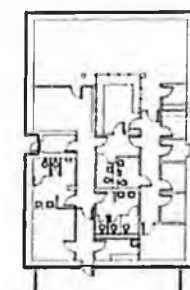
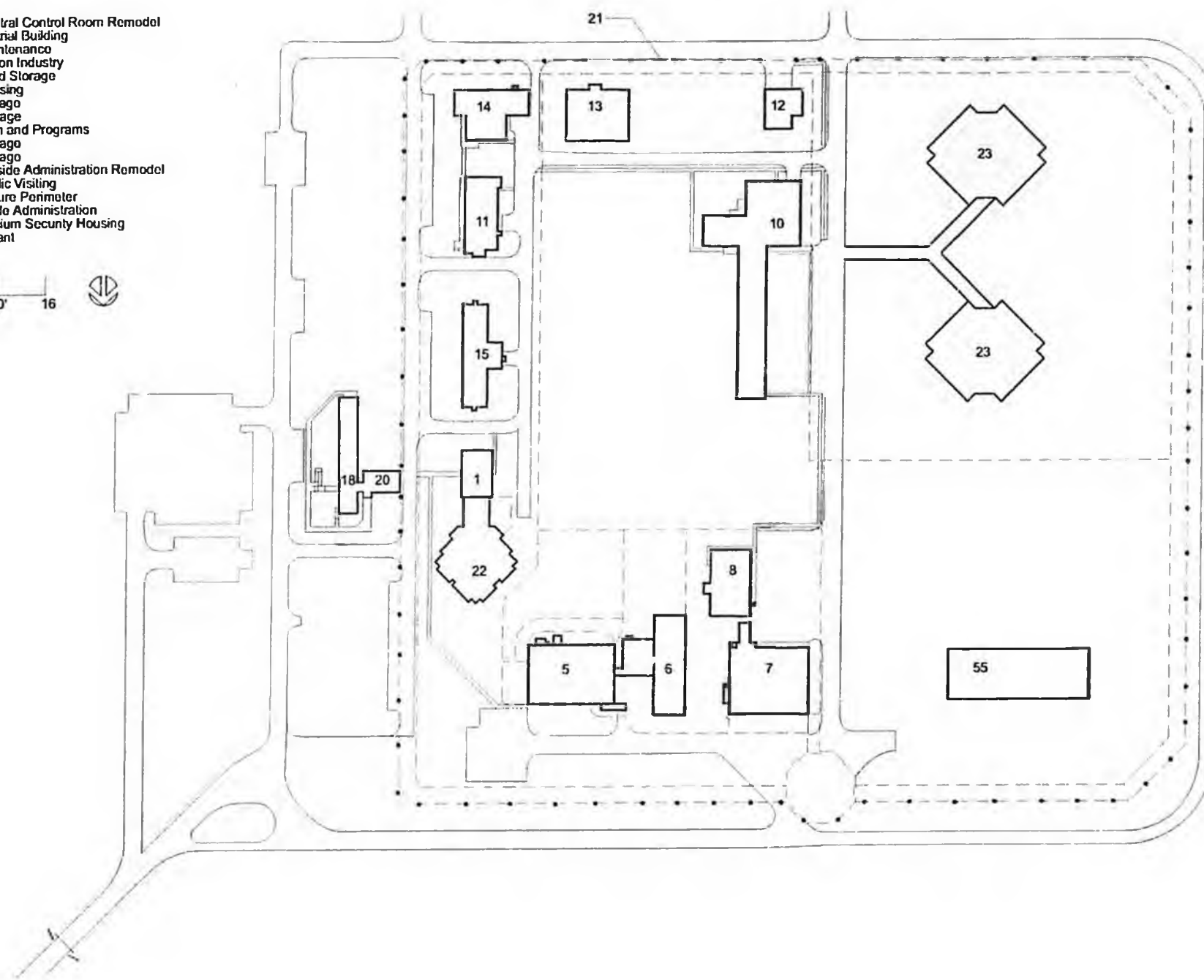
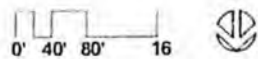
A clinic and six on-site infirmary beds will be established within a currently unused building that served the military as a health care facility.

#### *Segregation Housing:*

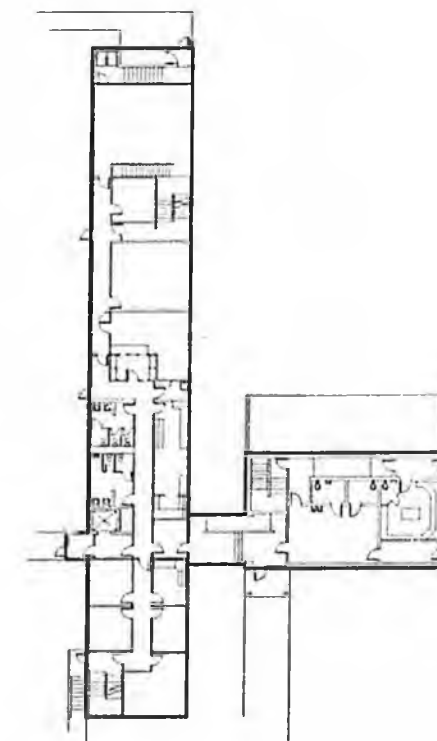
A 24-inmate capacity segregation housing unit will be added onto the existing building.

A total project budget of \$50,050,000 has been established for the construction of this project. Of these funds, \$14,777,000 is required to upgrade the facility's infrastructure, and \$35,273,000 is required to construct and support the new housing. This project will create space for 256 new general population, medium security prisoners and 30 special needs prisoners into the system. This equates to approximately \$123,300 per added bed.

- 1 Central Control Room Remodel
- 5 Pretrial Building
- 6 Maintenance
- 7 Prison Industry
- 8 Food Storage
- 10 Housing
- 11 Storage
- 12 Storage
- 13 Gym and Programs
- 14 Storage
- 15 Storage
- 18 Outside Administration Remodel
- 20 Public Visiting
- 21 Secure Perimeter
- 22 Inside Administration
- 23 Medium Security Housing
- 55 Vacant



1 Central Control Room Remodel



18 Outside Administration Remodel first of two levels

20 Public Visiting first of two levels

# LEMON CREEK

## CORRECTIONAL CENTER

### Project Summary

Lemon Creek Correctional Center (LCCC) serves as the local jail for the Juneau area. It is located between downtown Juneau and the Juneau Airport on a 105-acre site. The facility also houses medium security and close custody sentenced prisoners with a limited number of maximum security prisoners. Lemon Creek is one of only two correctional centers within the state suitable for incarcerating maximum security offenders.

LCCC was constructed in 1969 as the Southeast Regional Correctional Institution (SERCI). Since then, there have been several small addition projects which have brought the overall building area to approximately 76,600 square feet.

In 2001, the average daily population at LCCC was 162 prisoners, and the facility's rated capacity is 164. This population balance is maintained by transporting inmates out of the state, by increasing use of halfway houses and by using a tent during the summer months. This complex inmate management policy is the result of a statewide shortage of prison beds and is compounded by the high regional demand for pretrial inmate space.

A 64 inmate housing addition is proposed to alleviate LCCC's housing shortfall. In order to support the increased prisoner population, it will be necessary to expand existing inmate support spaces. A 3,000 square foot addition is proposed to include a multipurpose room, classrooms, food service, counseling and administrative space.

Although fenced, there is currently no perimeter detection system in place at the Lemon Creek facility. Installation of an appropriate perimeter detection system is recommended, as well as implementation of some modifications to the existing perimeter security system.



### Project Goals

- Increase the inmate capacity by 64 from its current level of 164 to 228.
- Provide a secure perimeter to ensure public safety.



### Project Cost

Total:	\$11,312,000
Infrastructure:	\$1,170,000
Expansion:	\$10,142,000
Cost per bed: (expansion)	\$158,500

## Lemon Creek Correctional Center



### Project Description

The expansion plan proposed for the Lemon Creek Correctional Center consists of three primary elements: additional housing, program space and security upgrades.

#### *Housing:*

The proposed housing unit will create space for 64 additional male inmates in 32 double-bunked cells. Integral day spaces and a control station are proposed to be constructed within the housing pod.

#### *Programs:*

Additional inmate housing at LCCC will require an expansion of program and support spaces for both inmate and administrative use. The project will include the repair and renovation of the kitchen and existing classroom space. A 3,000 square foot addition is proposed, which will include a multipurpose area and space for food service, classrooms, a hobby shop, storage, counseling and administrative services. The proposed program space will primarily serve the new housing unit and be located in close proximity to it so as to efficiently serve the new inmate population.

#### *Perimeter Security:*

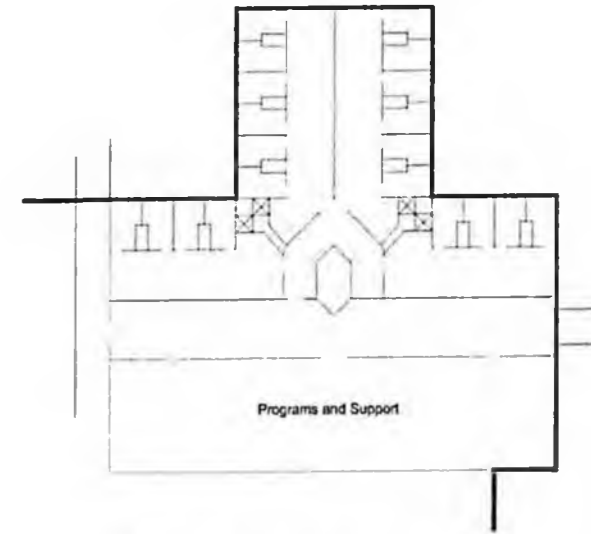
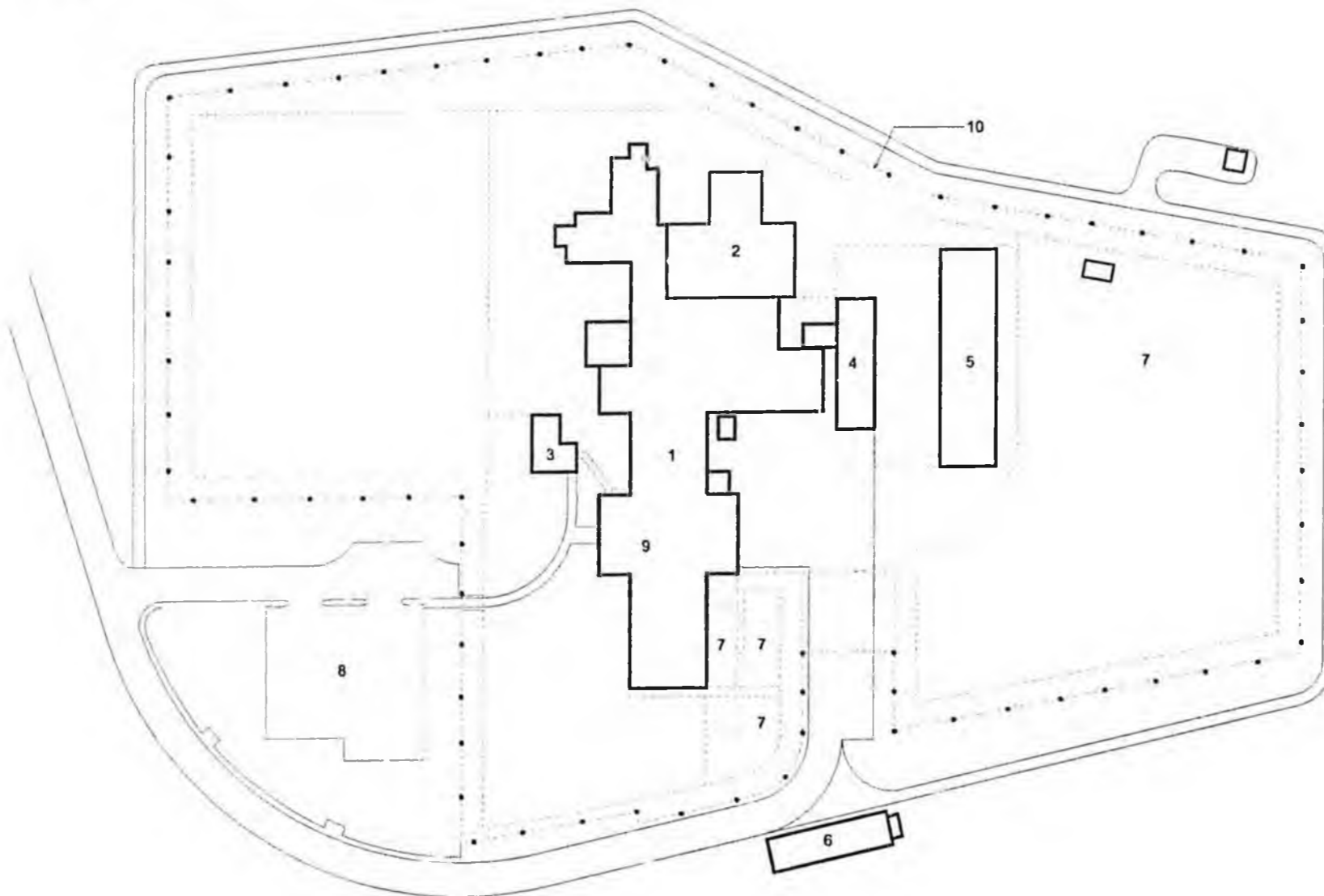
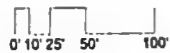
An analysis of the Lemon Creek perimeter was conducted in 1995. The findings of this report indicated that the physical barrier provided by the existing fencing could be made adequate with some fence

realignment and site lighting. However, the lack of a perimeter detection system at the fence line reduces the effectiveness of this physical barrier. With no electronic detection and limited staff available for observation, effective monitoring of the perimeter to mitigate prisoner escape is not possible. This situation is particularly of concern since the facility is located immediately adjacent to a densely populated residential neighborhood.

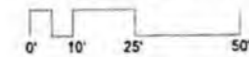
A total budget of \$11,312,000 is necessary to implement this three-component expansion project, which will increase the inmate population capacity from 164 to 228 prisoners, provide required program and support space, and secure the perimeter. This equates to approximately \$158,500 for each of the 64 added beds. The cost of adding housing is \$10,142,000 and the infrastructure cost is \$1,170,000.



- 1 Correctional Center
- 2 New Housing Addition
- 3 Administration
- 4 Maintenance / Vocational Education
- 5 Industries
- 6 Vehicle Storage
- 7 Outdoor Exercise Yard
- 8 Parking
- 9 Food Service Expansion
- 10 Secure Perimeter



2 New Housing Addition



# KETCHIKAN

# CORRECTIONAL CENTER

## Project Summary

The Ketchikan Correctional Center was constructed in 1983 and provides pretrial, short-term sentenced and reentry prison facilities for 52 male and female prisoners from the southern southeast region of the state.

The 17,692 square foot facility was constructed to house 28 prisoners. By subsequent double bunking, the maximum capacity has risen to 52 with an emergency capacity of 58. Serious overcrowding occurred in 1997 and 1998 when average prisoner counts were in the 60's with an all time high of 73.

The inmate population in Ketchikan Correctional Center has been maintained at an average of 47 prisoners in 2000 and 52 prisoners in 2001. This has been accomplished by transporting inmates out of the Ketchikan region to be held in other in-state and out-of-state institutions.

The proposed project expands KCC to house 24 additional general population inmates. The 12 proposed cells are to be secure and double bunked. The addition will include required dayroom space, educational rooms, probation offices and additional storage. Some modification to the intake/booking area and other interior support space will be required. The addition will extend into the area that is currently occupied by the outdoor exercise yard. This yard is proposed to be relocated north of its current position and covered.

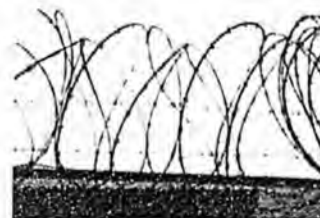
## Project Goals

- Increase inmate capacity to hold 24 additional male inmates.
- Increase the security capabilities of the exercise yard.



## Project Cost

Total:	\$7,478,000
Cost per bed: (expansion)	\$311,600



## Ketchikan Correctional Center



### Project Description

The proposed Ketchikan Correctional Center addition and renovation will increase the state's holding capacity in Ketchikan to 76 inmates, an increase of approximately 45%. The additional holding capacity will reduce expensive transportation costs and increase staff efficiency within this, the state's smallest correctional center.

The Ketchikan Correctional Center was constructed as a replacement facility for the old Ketchikan Jail that was collocated with the City Police Department in downtown Ketchikan. In 1983, the replacement facility opened providing holding space for 28 inmates in 28 single bunked cells. All program and support facilities were sized to accommodate this very small population. Soon after opening, additional bunks were added to double the population, thus overtaxing the existing support systems that were in place. To a large extent, this condition continues today.

The proposed project adds 12 double bunked cells that are adequately sized to house 24 inmates for periods up to 10 hours. In addition to the actual holding cells, there are several other support spaces. These include a dayroom, multipurpose room,

food storage, classroom and education space, two probation offices and some internal renovation work in the booking and control room area.

As a result of the expansion project, the outdoor exercise yard will be displaced. Replacement of this required inmate program is planned to be located north of its current location. It is recommended the new exercise yard be covered with a secure steel roof and that the fence fabric forming the sides of the exercise yard extend to the roof. This configuration will be significantly more secure than the current yard, which was tested during a 2000 escape attempt that resulted in an inmate's death. The steel roof covering will also make the yard more usable in Ketchikan's rainy climate.

The total expansion and renovation project is expected to cost \$7,478,000 or \$311,600 for each added jail bed.