

## DEPARTMENT OF CORRECTIONS

### 5. Department of Corrections

Operating Bill (CCS HB 53(brf sup maj fld H), Sec. 1)

*It is the intent of the legislature that the Department of Corrections prepare a report to the legislature that analyzes the possibility of closing an institution and submit it to the Co-chairs of the Finance committees and the Legislative Finance Division by December 20, 2025. The report should examine which institutions would produce the most cost savings if they were closed, estimate the long-term cost savings associated with closing those institutions, and what transition costs would be needed, including capital costs.*

The Department of Corrections is currently reviewing each institution, its operational purpose, capacity, and cost and will provide a report to the Co-chairs of the Finance committees and the Legislative Finance Division by December 20, 2025.

**Legislative Fiscal Analyst Comment:** The Department provided the requested report on December 19, 2025. It is included in this packet as **Attachment 3**.

### 6. Population Management / Anchorage Correctional Complex

Operating Bill (CCS HB 53(brf sup maj fld H), Sec. 1)

#### **NON-COMPLIANCE**

*It is the intent of the legislature the State of Alaska, through the Department of Corrections (DOC), no longer covers the full cost of unsentenced federal inmates housed in State facilities. The legislature urges the Department to coordinate with the Department of Law to either receive adequate daily funding for federal inmates housed in State facilities or to determine a method for them to be housed at a federal or private facility until court hearings. DOC and Department of Law shall then submit a joint response to the Co-chairs of the Finance committees and to the Legislative Finance Division by December 20, 2025, outlining the determined terms, number of federal inmates housed in State facilities by day in 2025 and the final cost associated to the State, if any.*

The Department of Corrections is in discussions with the Department of Law regarding persons held within a State correctional facility that have both federal and State charges and will provide a joint response to the Co-chairs of the Finance committees and to the Legislative Finance Division by December 20, 2025.

**Legislative Fiscal Analyst Comment:** The Departments provided a joint response as requested on December 19, 2025. Despite attempted negotiations, the full cost is still borne by the State due to the firm policy stance of the United States Martial Service. The response is included in this packet as **Attachment 4**.

**7. Population Management / Spring Creek Correctional Center**  
Operating Bill (CCS HB 53(brf sup maj fld H), Sec. 1)

*It is the intent of the legislature that the Department of Corrections permanently close one housing unit at Spring Creek Correctional Facility. Closing one unit will allow the Department to direct personnel resources to other areas of the facility, reduce overtime, and find efficiencies. The Department shall provide a report to the Co-chairs of the Finance committees and to the Legislative Finance Division by December 20, 2025, detailing the efforts taken towards closing a housing unit, and resulting cost savings and efficiencies.*

The Department of Corrections has closed Spring Creek House 2 and will provide a report detailing the efforts taken towards closing a housing unit, and resulting cost savings and efficiencies to the Co-chairs of the Finance committees and to the Legislative Finance Division by December 20, 2025.

**Legislative Fiscal Analyst Comment:** The Department provided the requested report on December 19, 2025. It is included in this packet as **Attachment 5**.

**8. Population Management / Regional and Community Jails**  
Operating Bill (CCS HB 53(brf sup maj fld H), Sec. 1)

**PARTIAL COMPLIANCE**

*It is the intent of the legislature that the Department of Corrections continue the reform of the Regional and Community Jails program. Since the program's inception, public safety has changed in the state and jails are not utilized to the same extent. Therefore, the Department should renegotiate FY27 contracts by reducing the bed count by two-thirds if the individual community's unused bed rate was over sixty percent, when FY24 and FY25 are averaged, and any other corresponding costs. This realignment prevents closures and allows communities to maintain a jail with a more appropriate bed count and cost to the State. The Department shall issue a status report to the to the Co-chairs of the Finance committees and to the Legislative Finance Division by December 20, 2025.*

The Department of Corrections is coordinating with the Alaska Municipal League to continue the review of the Regional and Community Jails program and will provide a report to the Co-chairs of the Finance committees and to the Legislative Finance Division by December 20, 2025.

**Legislative Fiscal Analyst Comment:** The Department provided the requested report on December 19, 2025. It is included in this packet as **Attachment 6**. The Department has not committed to renegotiating contracts for facilities with unused bed rates exceeding 60%.



THE STATE  
of ALASKA  
GOVERNOR MIKE DUNLEAVY

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December 20, 2025

The Honorable Andy Josephson  
Co-Chair, House Finance Committee  
Alaska State Capitol Room 505  
Juneau, AK 99801

The Honorable Lyman Hoffman  
Co-Chair, Senate Finance Committee  
Alaska State Capitol Room 518  
Juneau, AK 99801

The Honorable Calvin Schrage  
Co-Chair, House Finance Committee  
Alaska State Capitol Room 410  
Juneau, AK 99801

The Honorable Bert Stedman  
Co-Chair, Senate Finance Committee  
Alaska State Capitol Room 516  
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The Honorable Neal Foster  
Co-Chair, House Finance Committee  
Alaska State Capitol Room 511  
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The Honorable Donny Olson  
Co-Chair, Senate Finance Committee  
Alaska State Capitol Room 508  
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Sent via email: [Senate.Finance.Committee@akleg.gov](mailto:Senate.Finance.Committee@akleg.gov), [House.Finance@akleg.gov](mailto:House.Finance@akleg.gov)

Re: FY2026 Legislative Intent Language

Dear Finance Committee Co-Chairs,

Please find below the Department of Corrections' (DOC) response to legislative intent language from House Bill (HB) 53.

**Department of Corrections**

Population Management / Spring Creek Correctional Center (CCS HB 53 (brf sup maj fld H), Sec. 1)

*It is the intent of the legislature that the Department of Corrections prepare a report to the legislature that analyzes the possibility of closing an institution and submit it to the Co-chairs of the Finance Committees and the Legislative Finance Division by December 20, 2025. The report should examine which institutions would produce the most cost savings if they were closed, estimate the long-term cost savings associated with closing those institutions, and what transition costs would be needed, including capital costs.*

The DOC has conducted a high-level review and operational analysis of each of the correctional facilities and summarized potential closure impacts.

## **Operational Overview:**

A central challenge in identifying a facility for potential closure is Alaska's unique position as a Unified Corrections System, operating both jails and prisons statewide.

The DOC operates 13 correctional facilities statewide of which 10 facilities also provide booking for local law enforcement. Additionally, 11 facilities house sentenced and unsentenced offenders who are continuing through the adjudication process and make up approximately 45 percent of the incarcerated population.

Given the population management challenges, this report represents a thoughtful, good-faith effort to provide an operational snapshot on a facility-by-facility basis.

To identify a facility for closure, a fiscally responsible and thorough study by a cross-functional team of subject matter experts is needed to determine the full impacts of a facility closure to remaining operating facilities, law enforcement, and local communities.

Per the 2014 Performance Review report on the DOC, found on the Alaska' Division of Legislative Audit's website at: <https://legaudit.akleg.gov/wp-content/docs/performance-reviews/DOC-Report-Final-Redacted.pdf> ([DOC-Report-Final-Redacted.pdf](#)), closure of facilities reduces the system capacity and results in the DOC being required to contract for beds outside of Alaska. The cost of contracting out for housing offenders would reduce any "savings" generated from a facility closure and also has an economic impact as it will remove Alaska jobs from those communities. Additionally, because the DOC functions as a "jail" for newly arrested persons, many communities rely on these facilities as the primary justice system resource. Closure of these booking facilities would remove that primary facility increasing the overall costs to the State of Alaska. (See page 66 of the 2014 Performance Review report.)

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## **Offender Classification**

The DOC uses a classification based housing process to house the inmate population in the safest and least restrictive possible fashion as outlined under Policy 700.01. This process separates the inmate population into minimum, medium, close, and maximum custody levels. In assigning offender housing to the appropriate facility, the department considers prisoner needs, safety, and rights, as well as the safety of each facility.

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## **Facility Levels**

Each of the correctional facilities are assigned a degree of security based upon its security features. The DOC uses three (3) categories for institutions based upon a rating of structural variables and staffing ratios:

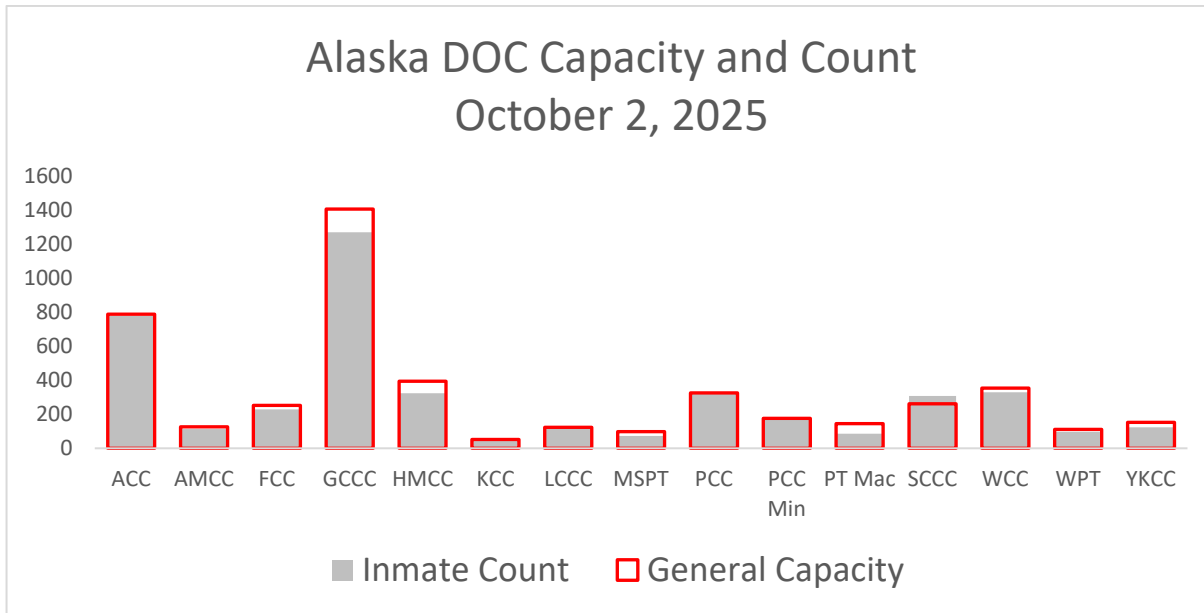
- **Level III (Maximum Security):**  
The most secure institutions which are designed to house prisoners who require close confinement and constant supervision.
  - **Level II (Medium Security):**  
Moderately secure institutions which are designed to house prisoners who require regular quarters and average supervision.
  - **Level I (Minimum Security):**  
The least secure institutions which are designed to house prisoners who require minimal supervision.
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## **Understanding Capacity: What "Maximum Capacity" Reflects**

In assessing the impact of closing any correctional facility, it is essential to understand the difference between general capacity and maximum (or emergency) capacity. While maximum capacity may suggest additional room exists, in practice, it often reflects emergency-use beds—such as overflow or temporary segregation units—not viable for long-term population management. For example:

- Specialized beds, such as those in women’s housing units or psychiatric wings, cannot be repurposed for general population when housing a specific population.
- Security level mismatches mean that a surplus of high-security beds (e.g., solitary or max custody) cannot safely accommodate low-risk, minimum-security inmates.
- Programmatic use of certain areas (e.g., education, treatment, or reentry programming) may reduce available bed space to maintain safety and rehabilitative functions.

Thus, relying on "maximum capacity" to offset inmate relocation would result in overcrowding, program loss, elevated operational risk, and long-term cost escalation.



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## Facility Analysis

The following provides an analysis of each correctional facility and the services provided within each Alaska community and potential impacts.

## **Anchorage Correctional Complex (ACC) East/West**

**Purpose:** Central intake and detention hub for Southcentral Alaska

As the second-largest facility in the DOC, the ACC is one of the most operationally unique institutions in the State.

The ACC consists of two detention buildings—ACC West (formerly the Cook Inlet Pre-Trial Facility) and ACC East (formerly the Anchorage Jail)—operated under a unified administration. Its central location in Anchorage, with direct access to the Anchorage International Airport and all major statewide medical centers, makes the ACC the logistical hub of inmate transportation and specialized services for Alaska.

Although both ACC East and ACC West were purpose-built as pre-trial facilities, the ACC has progressively assumed several statewide functions for both unsentenced and sentenced individuals. The ACC West houses and operates the statewide Acute Mental Health Unit (Mike Mod) and Sub-Acute Mental Health Unit (Lima Mod). The ACC East is home to the DOC's first purpose-built Acute Medical Infirmary (Medical Segregation) and remains the only facility in Alaska with an initial arraignment courthouse directly accessible from its lobby.

### **Population**

The ACC is a Level III facility housing minimum, medium, close custody, and maximum-security male felons and misdemeanants in pre-trial, unsentenced, and sentenced status in a secure setting with supervision consistent with their custody and security level.

The ACC houses persons charged with State, local or federal crimes as well as those detained on a civil hold.

**Capacity:** 789 (General) | 823 (Max)

As of October 2, 2025, the ACC was operating at 102 percent of its general capacity with more than 74 percent being unsentenced.

**Admissions & Releases Per Year** ~ 10,500

### **Key Implications of Closing This Facility:**

#### **Operational Impacts:**

- **Loss of Central Intake:** The ACC serves as a key intake and classification center. Closure would require redistribution of these functions to other facilities, potentially straining capacity.
- **Increased Pressure on Other Facilities:** Facilities like Goose Creek and Spring Creek may face overcrowding, leading to higher operational costs and staffing challenges.

- **Operational Capacity:** The ACC houses approximately 800 offenders daily, capacity within other facilities is insufficient to meet this population and would require out-of-state placement.

**Legal and Contractual Implications:**

- **Federal Detainee Agreements:** Terminating ACC operations could disrupt existing contracts with federal agencies, potentially leading to legal disputes or financial penalties.
- **Compliance Risks:** Closure must be managed carefully to avoid violating court-mandated capacity limits and constitutional standards for inmate care.

**Community and Public Safety:**

- **Impact on Local Law Enforcement:** The closure of the ACC could affect timely processing of arrests and pretrial detentions, especially in Anchorage.
- **Transportation Costs:** Increased costs and logistical challenges in transporting detainees to more remote facilities.

**Economic and Workforce Considerations:**

- The ACC employs more than 248 staff and contractors across corrections, healthcare, food service, and maintenance.
- **Budget Reallocation:** Potential savings from closure could be offset by increased costs elsewhere, including facility upgrades, transportation, and staffing.

**Conclusion:** The DOC's assessment is that the closure of either the ACC East or West would result in significant disruption to Alaska's correctional system, public safety operations, and judicial processes. As the State's central intake and detention hub, ACC plays a critical role in managing pretrial and sentenced populations, coordinating inmate transportation, and delivering specialized medical and mental health services. Its strategic location and unique infrastructure cannot be replicated elsewhere without substantial capital investment and operational restructuring. The loss of ACC would strain remaining facilities, increase reliance on out-of-state placements, and elevate costs across multiple agencies. The DOC strongly recommends maintaining ACC's operations to preserve system integrity, ensure public safety, and support the efficient administration of justice in Southcentral Alaska.

## **Anvil Mountain Correctional Center (AMCC)**

**Purpose:** Western Alaska regional correctional facility

The AMCC, located in Nome, Alaska, is a State-operated regional facility that houses adult sentenced and unsentenced felons and misdemeanants. Serving Nome, Kotzebue, and their surrounding 11 villages, the AMCC provides pre-trial detention and short-term sentenced incarceration. The facility opened in November 1985, replacing the former Territorial Jail located in the regional federal building.

### **Population**

The AMCC is a level II facility and houses minimum, medium, and close custody male and female prisoners—both sentenced and unsentenced—that ensures supervision aligns with each individual's custody classification.

**Capacity:** 126 (General) | 128 (Max)

As of October 2, 2025, the AMCC was operating at 90 percent of its general capacity with more than 91 percent being unsentenced.

**Admissions & Releases Per Year** ~ 950

### **Key Implications of Closing This Facility:**

#### **Public Safety and Justice System Disruption:**

- Elimination of in-region detention would require transporting detainees across vast distances, delaying court proceedings and increasing costs.
- Statutory requirements to return individuals to their point of arrest would further complicate logistics and increase operational burdens.

#### **Increased Costs and Operational Strain:**

- Long-distance inmate transport would significantly raise fuel, flight, and staffing expenses.
- Other facilities would need to absorb the AMCC's population, requiring infrastructure expansion and additional personnel.

#### **Community and Cultural Impact:**

- Loss of culturally tailored programming would negatively affect rehabilitation outcomes, particularly for Alaska Native inmates.
- Disruption of family and tribal support networks could lead to increased recidivism and reduced community cohesion.

**Community and Economic Impact:**

- The AMCC employs more than 41 staff and contractors across corrections, healthcare, food service, and maintenance.
- The facility's role as a primary justice system resource for regional law enforcement would be lost, requiring alternative holding solutions.

**Conclusion:** The DOC's assessment is that the closure of the AMCC would have far-reaching impacts for public safety, operational efficiency, community stability, and cultural integrity in Western Alaska. Given its unique geographic and demographic role, the AMCC is not easily replaceable without significant financial investment and systemic disruption. The DOC recommends continued operation of the AMCC to maintain regional justice services and uphold its commitment to culturally responsive rehabilitation and public safety.

## **Fairbanks Correctional Center (FCC)**

**Purpose:** Interior Alaska detention and sentencing

The FCC is a close-custody institution located in Fairbanks—Alaska’s Golden Heart City—serving as the primary intake facility for Northern Alaska. The FCC’s service area spans one of the largest geographic regions in the State, stretching from the Canadian border to Utqiagvik (Barrow), south to Cantwell, and includes two major military installations: Fort Wainwright and Eielson Air Force Base.

Constructed in 1967, the FCC is one of the DOC’s oldest operating facilities and remains committed to secure operations, high-quality care, and the protection of public safety. Consistent with the department’s mission, the FCC maintains a safe and professional environment for staff and offenders and provides reformative programming aimed at reducing recidivism.

### **Population**

The FCC is a Level II facility, housing minimum, medium, and close custody male and female prisoners—both sentenced and unsentenced—that ensures supervision aligns with each individual's custody classification.

**Capacity:** 253 (General) | 266 (Max)

As of October 2, 2025, the FCC was operating at 90 percent of its general capacity with more than 92 percent being unsentenced.

**Admissions & Releases Per Year** ~ 3,300

### **Key Implications of Closing This Facility:**

#### **Disruption to Regional Justice System:**

- Closure would eliminate the only major correctional facility in Interior Alaska, requiring long-distance transport of detainees to other regions.
- Increased transportation needs would strain law enforcement resources, delay court proceedings, and elevate operational costs.

#### **Operational and Fiscal Impact:**

- Transporting inmates across vast distances would require additional staffing, fuel, and logistical coordination.
- Other facilities would need to absorb the FCC’s population, potentially exceeding capacity and necessitating infrastructure expansion.

**Community and Cultural Impacts:**

- Displacement of inmates would sever ties to family, tribal, and community support systems, increasing the likelihood of recidivism.
- Loss of local programming and educational opportunities would hinder rehabilitation and reintegration efforts.

**Economic and Employment Impact:**

- The FCC employs more than 92 staff and contractors across corrections, healthcare, food service, and maintenance.
- Closure would result in job losses and reduce regional economic activity, impacting families and local businesses.

**Public Safety Risks:**

- The FCC's absence would compromise the ability of law enforcement to detain individuals locally, potentially delaying arrests and increasing risks to public safety.
- The facility's role in housing unsentenced individuals is critical, especially given that over 92 percent of its population is unsentenced, reflecting its importance in the adjudication process.

**Conclusion:** The DOC's assessment is that the closure of the FCC would have profound and far-reaching impacts on Alaska's Interior region. From disrupting judicial operations and increasing costs to weakening community ties and reducing public safety, the impacts would be significant. The FCC's strategic location, comprehensive services, and community partnerships make it an indispensable component of Alaska's Unified Corrections System. The DOC recommends maintaining the FCC's operations to ensure continued support for regional justice, rehabilitation, and public safety.

## **Goose Creek Correctional Center (GCCC)**

**Purpose:** Largest medium-security facility in the State

As Alaska's newest and largest correctional facility, the GCCC was designed to set a high standard for safety, security, and rehabilitation. Its location in the Matanuska–Susitna Valley allows many individuals to remain closer to their families and support systems.

The GCCC, located in Point MacKenzie, officially opened in July 2012. The 435,000-square-foot, medium-security facility was built at a cost of \$240 million and was constructed to address overcrowding in Alaska's prison system allowing more than 1,030 inmates who were previously housed in out-of-state private prisons to return to Alaska.

The GCCC is also a significant resource to the surrounding community. Located in Point MacKenzie, the facility houses more than one-quarter of Alaska's incarcerated population and contributes to the health, economy, and stability of the region. The on-site medical department includes a dialysis unit, allowing individuals to receive in-custody essential care without impacting local healthcare systems or jeopardizing public safety.

### **Population**

The GCCC is a Level II facility that houses medium-security sentenced male prisoners, but due to the need for pretrial beds in the correctional system, the facility also houses pretrial inmates from around the State, ensuring supervision aligns with each individual's custody classification.

**Capacity:** 1,408 (General) | 1,472 (Max)

As of October 2, 2025, the GCCC was operating at 88 percent of its general capacity with more than 38 percent being unsentenced.

**Admissions & Releases Per Year** ~ 2,250

### **Key Implications of Closing This Facility:**

#### **Systemic Disruption:**

- Closure would require redistributing a large inmate population across multiple facilities, many of which lack the capacity or infrastructure to absorb the influx.
- Increased reliance on out-of-state contracts for inmate housing could result in higher costs and loss of local control over rehabilitation and oversight.

**Financial and Operational Impact:**

- Significant capital investment would be needed to expand other facilities or build new ones to replace GCCC's capacity.
- Transportation costs would rise sharply due to the need for long-distance transfers and increased staff overtime.

**Loss of Rehabilitation Services:**

- The GCCC's closure would eliminate access to critical programs that reduce recidivism and prepare inmates for successful reintegration.
- Disruption of educational and vocational training would negatively affect inmate outcomes and long-term public safety.

**Community and Economic Impact:**

- The GCCC employs more than 354 staff and contractors across corrections, healthcare, food service, and maintenance, making it one of the largest employers in the Knik area.
- Closure would impact local vendors, contractors, and housing markets, resulting in economic instability in the Mat-Su Borough.

**Public Safety Risks:**

- The GCCC's strategic location near Anchorage and its role in housing unsentenced individuals make it essential for efficient law enforcement and judicial operations.
- Displacement of inmates would disrupt family and tribal support networks, increasing recidivism and complicating reentry efforts.

**Conclusion:** The DOC's assessment is that the closure of the GCCC would have profound and far-reaching impacts for Alaska's correctional system, public safety, and regional economy. As the State's largest and most modern facility, the GCCC is uniquely equipped to provide secure housing, comprehensive rehabilitation, and medical services at scale. Its closure would necessitate costly infrastructure investments, disrupt critical services, and diminish community partnerships. The DOC strongly recommends maintaining the GCCC's operations to ensure continued system stability, fiscal responsibility, and public safety.

## **Hiland Mountain Correctional Center (HMCC)**

**Purpose:** State's only dedicated women's facility

The HMCC provides a safe, secure, and humane environment for incarcerated women, offering access to rehabilitative, educational, and work programs that support long-term reformation.

The HMCC is the State's only all-female correctional facility, giving it a unique and critical role within the DOC.

As the primary location for housing nearly all women incarcerated in Alaska, the HMCC provides a comprehensive range of services and specialized units. The facility houses the women's Acute and Sub-Acute Mental Health Units, as well as the women's Infirmary.

### **Population**

The HMCC is a Level II facility, housing minimum, medium, and close custody female prisoners—both sentenced and unsentenced—that ensures supervision aligns with each individual's custody classification.

**Capacity:** 395 (General) | 404 (Max)

As of October 2, 2025, the HMCC was operating at 79 percent of its general capacity with more than 57 percent being unsentenced.

**Admissions & Releases Per Year** ~ 3,650

### **Key Implications of Closing This Facility:**

#### **Loss of Specialized Female Services:**

- The HMCC is the sole facility equipped to meet the comprehensive needs of incarcerated women in Alaska. Closure would fragment services such as prenatal care, trauma recovery, and mental health treatment.
- No other facility currently has the infrastructure or programming capacity to absorb and adequately serve the female population.

#### **Increased Recidivism and Family Disruption:**

- Displacement of female inmates would likely result in greater family separation, especially for mothers, increasing child welfare costs and negatively impacting rehabilitation outcomes.
- Loss of community and tribal support networks would further hinder successful reintegration and elevate recidivism risks.

**Operational and Financial Strain:**

- Significant capital investment would be required to retrofit or expand other facilities to accommodate the displaced population.
- Transporting female inmates to distant facilities would increase costs and complicate compliance with statutory requirements to return individuals to their point of arrest.

**Economic and Community Impact:**

- The HMCC employs more than 114 staff and contractors across corrections, healthcare, food service, and maintenance.
- Closure would disrupt local partnerships and community programs, including charitable initiatives and vocational training that benefit both inmates and the broader community.

**Conclusion:** The DOC's assessment is that the closure of the HMCC would have severe and disproportionate impacts on Alaska's ability to provide safe, humane, and rehabilitative care for incarcerated women. As the only dedicated women's facility in the State, the HMCC is uniquely positioned to deliver gender-responsive services that support public safety, reduce recidivism, and promote successful reintegration. The DOC strongly recommends maintaining the HMCC's operations to preserve critical infrastructure, protect vulnerable populations, and uphold the State's commitment to equitable and effective corrections.

## **Ketchikan Correctional Center (KCC)**

**Purpose:** Southeast Alaska detention and intake

The KCC supports community safety by maintaining secure operations and introducing offenders to rehabilitative programming that prepares them for successful reintegration. The facility provides pre-trial detention and short-term sentenced incarceration for Ketchikan and the broader Southern Southeast Alaska region, including Wrangell, Petersburg, Prince of Wales Island, and Metlakatla.

The KCC is a multi-level booking facility that offers a range of religious, educational, mental health, and substance abuse programming to individuals in custody. The facility also partners with community organizations—including the Wellness Coalition and the Reentry Coalition—to support successful transition back into the community. In addition to rehabilitative services, the KCC provides life skills and reentry programs designed to promote accountability and reduce recidivism.

### **Population**

The KCC is a Level II facility, housing minimum and medium male and female prisoners—both sentenced and unsentenced—that ensures supervision aligns with each individual's custody classification.

**Capacity:** 52 (General) | 58 (Max)

As of October 2, 2025, the KCC was operating at 79 percent of its general capacity with more than 75 percent being unsentenced.

**Admissions & Releases Per Year** ~ 600

### **Key Implications of Closing This Facility:**

#### **Disruption to Regional Justice Operations:**

- Closure would eliminate the only local detention option for law enforcement in Southern Southeast Alaska.
- Detainees would require air or ferry transport to distant facilities, delaying court proceedings and increasing costs and logistical complexity.

#### **Increased Operational Costs:**

- Long-distance transport of inmates would significantly raise expenses related to flights, fuel, and staff overtime.
- Statutory requirements to return individuals to their point of arrest would further strain resources and complicate scheduling.

#### **Community and Family Impact:**

- Displacement of inmates would sever ties to family, tribal, and community support networks, increasing the risk of recidivism.

- Reduced access to local rehabilitative services and community-based programming would hinder successful reentry.

**Community and Economic Impact:**

- The KCC employs more than 37 local staff and contractors, contributing to the regional economy and providing stable employment in a remote area.
- Closure would result in job losses and diminish economic activity in Ketchikan and surrounding communities.

**Public Safety Risks:**

- Without the KCC, law enforcement agencies would lack a local facility for temporary holding, potentially delaying arrests and reducing responsiveness.
- The absence of a regional correctional center would compromise the safety and efficiency of the justice system in Southeast Alaska.

**Conclusion:** The DOC's assessment is that the closure of the KCC would have significant negative impacts on public safety, operational efficiency, and community wellbeing in Southern Southeast Alaska. As the only correctional facility in the region, the KCC is essential for maintaining timely judicial processes, supporting rehabilitation, and ensuring access to justice for remote and island communities. The DOC strongly recommends continued operation of the KCC to preserve regional justice infrastructure, minimize costs, and uphold public safety.

## **Lemon Creek Correctional Center (LCCC)**

**Purpose:** Southeast regional facility (Juneau)

The LCCC serves and protects the citizens of Alaska by maintaining secure operations, providing care to inmates, and delivering robust rehabilitation programming.

The LCCC plays a significant role within the DOC as one of two maximum-security institutions in the State. This provides the DOC with critical flexibility to move and separate the highest-security inmates when necessary. The LCCC houses the primary sex offender management programs, tailored to high-risk sex offenders. It is also the only facility, aside from Hiland Mountain, capable of housing high-risk female offenders.

### **Population**

The LCCC is a Level III facility, housing minimum, medium, and close custody male and female prisoners—both sentenced and unsentenced—that ensures supervision aligns with each individual's custody classification.

**Capacity:** 124 (General) | 130 (Max)

As of October 2, 2025, the LCCC was operating at 124 percent of its general capacity with more than 52 percent being unsentenced.

*\*NOTE: The LCCC is currently under repair with 102 beds off-line. These beds are expected to come back on line in January 2026 increasing the bed capacity.*

**Admissions & Releases Per Year** ~ 1,200

### **Key Implications of Closing This Facility:**

#### **Disruption to Southeast Alaska's Justice System:**

- Closure would eliminate the only regional facility capable of housing pretrial detainees and high-risk inmates, forcing long-distance transfers to other parts of the State.
- Increased transportation requirements would delay court proceedings, raise costs, and strain law enforcement resources.

#### **Operational and Financial Impact:**

- Transporting inmates from Southeast Alaska to distant facilities would significantly increase flight and escort costs, staff overtime, and logistical complexity.
- Other facilities would need to absorb the LCCC's population, requiring infrastructure expansion and additional staffing.

**Community and Cultural Impact:**

- Displacement of inmates would sever connections to family, tribal, and community support networks, increasing recidivism risks.
- Loss of local programming and community engagement would hinder rehabilitation and reintegration efforts.

**Public Safety and Specialized Housing Risks:**

- The LCCC's maximum-security designation provides critical flexibility for managing Alaska's most dangerous offenders.
- Closure would reduce the department's ability to safely separate and manage high-risk populations, including violent and predatory offenders.

**Economic and Workforce Impact:**

- The LCCC employs more than 78 staff and contractors across corrections, healthcare, food service, and maintenance.
- Closure would result in job losses and diminish regional public safety infrastructure.

**Conclusion:** The DOC's assessment is that the closure of the LCCC would have serious and far-reaching impacts for Southeast Alaska. As the only maximum-security facility in the Northern Southeast Region, the LCCC is essential for maintaining public safety, supporting judicial operations, and delivering specialized rehabilitation services. Its strategic location, professional leadership, and community partnerships make it irreplaceable without significant financial and operational disruption. The DOC strongly recommends maintaining the LCCC's operations to ensure continued regional stability, safety, and service delivery.

## **Matanuska-Susitna Correctional Center (Mat-Su Pretrial (MSPT))**

**Purpose:** Pretrial holding in the Mat-Su Borough

The MSPT protects public safety by securely incarcerating and supervising male and female adult felons and misdemeanants—both sentenced and unsentenced—while they await trial or transfer to a long-term correctional institution. As the sole remand facility for the Mat-Su Borough and its surrounding areas, the MSPT provides a continuum of custody levels from minimum to maximum security and offers a range of educational, life skills, and rehabilitative programs.

### **Population**

The MSPT is a Level II facility housing minimum, medium and close custody, male and female felons and misdemeanants in pre-trial, unsentenced, and sentenced status in a secure setting with supervision consistent with their custody and security level.

**Capacity:** 98 (General) | 102 (Max)

As of October 2, 2025, the MSPT was operating at 73 percent of its general capacity with more than 92 percent being unsentenced.

**Admissions & Releases Per Year** ~ 2,500

### **Key Implications of Closing This Facility:**

#### **Disruption to Regional Justice and Law Enforcement:**

- Closure would eliminate the only local facility for pretrial detention, requiring transport of detainees to Anchorage or other distant institutions.
- Increased travel for court appearances would raise costs, staff overtime, and logistical complexity, while delaying judicial proceedings.

#### **Operational and Financial Strain:**

- Long-distance inmate transport would significantly increase fuel, flight, and escort expenses.
- Other facilities would need to absorb the MSPT's population, potentially exceeding capacity and requiring infrastructure expansion.

#### **Community and Family Impact:**

- Displacement of inmates would sever ties to family, tribal, and community support networks, increasing recidivism risks.
- Loss of local programming would hinder rehabilitation and reduce opportunities for successful reintegration.

**Economic and Employment Impact:**

- The MSPT employs more than 50 staff and contractors in the Mat-Su Valley across corrections, healthcare, food service and maintenance, contributing to the local economy and providing stable employment.
- Closure would result in job losses and diminish regional economic activity.

**Public Safety Risks:**

- The MSPT is the primary holding facility for local and regional law enforcement, including Title 47 non-criminal holds.
- The Mat-Su Borough is experiencing rapid population growth—over 26 percent since 2010—which has coincided with a rise in criminal activity.
- Closure would force law enforcement to seek alternative holding solutions, potentially delaying arrests and reducing responsiveness.

**Conclusion:** The DOC’s assessment is that the closure of the MSPT would have significant negative impacts on public safety, judicial efficiency, and community wellbeing in the Mat-Su Borough. As the only local pretrial facility, the MSPT is essential for maintaining timely court operations, supporting rehabilitation, and ensuring access to justice. The DOC strongly recommends continued operation of the MSPT to preserve regional justice infrastructure, minimize costs, and uphold public safety.

## **Palmer Correctional Center (PCC)**

**Purpose:** Minimum- and medium-security sentenced male housing

The PCC, is a Level I and Level II campus located approximately 45 miles north of Anchorage in Sutton, integrates security and programming to support offender rehabilitation and promote attitudes and conduct consistent with established community values.

The PCC operates separate medium- and minimum-security facilities and is distinguished as the only fully sentenced facility in the State of Alaska housing sentenced male offenders, with a primary focus on preparing inmates for successful reintegration into society.

### **Population**

The PCC is a Level I and Level II campus housing minimum and medium sentenced male felons and misdemeanants in unsentenced and sentenced status in a secure setting with supervision consistent with their custody and security level.

**Capacity:** 326 (General) | 336 (Max)

PCC Medium General capacity 326, maximum capacity 336

PCC Minimum General capacity 176, maximum capacity 176

As of October 2, 2025, the PCC (minimum) was operating at 98 percent of its general capacity and PCC (medium) was operating at 97 percent of its general capacity with the population being sentenced.

**Admissions & Releases Per Year** ~ 200

### **Key Implications of Closing This Facility:**

#### **Loss of Dedicated Sentenced Facility:**

- The PCC's closure would eliminate the only facility focused exclusively on sentenced inmates, disrupting continuity of care and programming.
- Sentenced inmates would be dispersed across facilities that also manage pretrial populations, reducing program effectiveness and increasing operational complexity.

#### **Impact on Rehabilitation and Reentry:**

- The PCC's structured environment is ideal for delivering long-term rehabilitative services. Closure would hinder access to consistent programming, vocational training, and reentry planning.
- Displacement could lead to increased recidivism due to reduced preparation for community reintegration.

#### **Operational and Financial Strain:**

- Other facilities would require expansion or retrofitting to accommodate the PCC's population, incurring significant capital and staffing costs.

- Increased transportation and logistical coordination would elevate operational expenses and reduce efficiency.

**Community and Economic Impact:**

- The PCC employs more than 105 staff and contractors across corrections, healthcare, food service, and maintenance.
- Closure would result in job losses and diminish community partnerships that benefit both inmates and local residents.

**Public Safety and System Stability:**

- The PCC's role in housing sentenced inmates allows other facilities to focus on intake and pretrial operations. Its closure would destabilize the balance of functions across the correctional system.
- The loss of a centralized sentenced facility would complicate classification, housing assignments, and resource allocation statewide.

**Conclusion:** The DOC's assessment is that the closure of the PCC would have significant and lasting impacts on Alaska's correctional system, particularly in the areas of rehabilitation, reentry, and operational efficiency. As the only fully sentenced facility, the PCC provides a stable environment for long-term programming and community reintegration efforts. Its closure would disrupt this model, increase costs, and reduce the effectiveness of the department's mission. The DOC strongly recommends maintaining the PCC's operations to preserve system balance, support public safety, and ensure successful outcomes for incarcerated individuals.

### **Point MacKenzie Correctional Farm (Pt Mac)**

**Purpose:** Minimum- and medium-security sentenced male housing

The Point MacKenzie Correctional Farm (PMCF) serves as a transitional link between secure correctional facilities and the community, supporting the DOC's mission to prepare offenders for successful reintegration. Established in 1993 as Project Hope, the PMCF provides low-custody offenders with opportunities to develop work ethic, occupational skills, and self-confidence through productive farm labor.

The facility operates on 640-acres as a fully functional agricultural operation, including livestock, crop cultivation, and greenhouse management. Inmates gain hands-on experience tending to cattle, hogs, laying hens, and growing vegetables in the fields and greenhouses, as well as operating farm equipment such as tractors and forklifts. Much of the farm's output directly supports the nutritional needs of the DOC institutions and contributes to community food programs.

#### **Population**

The PMCF is a Level I facility housing minimum custody sentenced male felons and misdemeanants in a secure setting with supervision consistent with their custody and security level.

**Capacity:** 145 (General) | 145 (Max)

As of October 2, 2025, the PMCF was operating at 59 percent of its general capacity with the population being sentenced.

**Admissions & Releases Per Year** ~ 95

#### **Key Implications of Closing This Facility:**

##### **Loss of Unique Rehabilitative Programming:**

- The PMCF offers one-of-a-kind agricultural and vocational training not replicated elsewhere in Alaska's correctional system.
- Closure would eliminate opportunities for inmates to develop transferable skills, reducing their readiness for employment and increasing recidivism risks.

##### **Increased Operational Costs:**

- The PMCF produces over 47,000 pounds of food annually for the DOC institutions, significantly offsetting food procurement costs. Closure would require purchasing this food commercially, increasing expenses.
- The 640-acre farm would still require ongoing maintenance, including care for livestock and infrastructure, even if inmate labor is no longer available.

**Community and Economic Impact:**

- The PMCF employs more than 30 staff and contractors across corrections, healthcare, food service, and maintenance.
- The PMCF supports local nonprofits and community programs through inmate labor and donations. Closure would disrupt these partnerships and reduce community engagement.

**Systemic Strain and Displacement:**

- Inmates would need to be relocated to other facilities, many of which lack the capacity or programming to support minimum-security populations.
- Displacement would disrupt continuity of care and programming, requiring additional resources to replicate the PMCF's rehabilitative model elsewhere.

**Conclusion:** The DOC's assessment is that the closure of the PMCF would result in the loss of Alaska's only correctional agricultural program, increased operational costs, and diminished rehabilitative opportunities for minimum-security inmates. The PMCF's unique model supports public safety by reducing recidivism through meaningful work and community engagement. The DOC strongly recommends maintaining the PMCF's operations to preserve its cost-saving contributions, support inmate rehabilitation, and sustain vital community partnerships.

## **Spring Creek Correctional Center (SCCC)**

**Purpose:** Maximum- and medium-security sentenced male housing

The SCCC, located in Seward, is Alaska's primary maximum-security facility for adult male offenders. Built in 1988, the SCCC houses minimum, medium, and close-custody sentenced felons, including the state's most violent and predatory offenders, and allows freedom of movement for high-risk individuals under secure supervision.

Following the closure of the City Jail in October 2023, the SCCC assumed responsibility for booking male detainees for the City of Seward.

### **Population**

The SCCC is a Level III facility housing medium and max-custody, male felons and misdemeanants in unsentenced and sentenced status in a secure setting with supervision consistent with their custody and security level.

**Capacity:** 262 (General) | 309 (Max)

As of October 2, 2025, the SCCC was operating at 118 percent of its general capacity with more than 94 percent being sentenced.

*\*Note: Capacity was reduced July 14, 2025, with the closure of House 2.*

**Admissions & Releases Per Year** ~ 370

### **Key Implications of Closing This Facility:**

#### **Loss of Maximum-Security Capacity:**

- The SCCC is the only facility in Alaska designed to house the most dangerous and high-risk offenders. Closure would require redistributing these inmates to less secure facilities, increasing safety risks and operational challenges.
- Other institutions lack the infrastructure and staffing to safely manage close-custody populations, necessitating costly upgrades or new construction.

#### **Disruption to Rehabilitation and Specialized Programs:**

- Closure would eliminate access to unique programs such as vocational training, GED (General Educational Development) education, and the S.P.O.T. (Saving Pets One at a Time) canine initiative, which have proven benefits in reducing recidivism.
- Fragmentation of high-risk populations would hinder continuity of care and reduce the effectiveness of rehabilitative efforts.

**Operational and Financial Strain:**

- Long-distance transport of inmates would increase costs for fuel, flights, and staff overtime.
- Statutory requirements to return individuals to their point of arrest would further complicate logistics and elevate expenses.

**Community and Economic Impact:**

- The SCCC employs more than 167 staff and contractors across corrections, healthcare, food service, and maintenance and is a major employer in Seward contributing to the local economy.
- Closure would result in job losses and disrupt community partnerships, including volunteer programs and local support initiatives.

**Public Safety Risks:**

- Displacement of high-risk inmates to facilities not designed for maximum security could compromise staff and inmate safety.
- The loss of a centralized high-security facility would reduce the department's ability to manage violent offenders effectively.

**Conclusion:** The DOC's assessment is that the closure of the SCCC would have serious impacts for Alaska's correctional system, public safety, and the Seward community. As the State's only maximum-security facility for adult males on the road system, the SCCC is essential for securely housing high-risk offenders and delivering specialized rehabilitation programs. Its closure would require significant investment in infrastructure, disrupt critical services, and increase operational costs. The DOC strongly recommends maintaining the SCCC's operations to ensure the safety, stability, and integrity of the State's correctional system.

## **Wildwood Correctional Complex (WCC)**

**Purpose:** Multi-level correctional services

The WCC provides a safe and productive environment for incarcerated Alaskans while offering a wide range of reformative and transformational programs that address criminogenic factors and prepare individuals for successful reintegration into the community.

The complex is located on a renovated military base originally constructed in the 1950s. The main facility opened in October 1983, followed by the pre-trial facility in 1985, and the Wildwood Transitional Program (WTP) in 2010. The WCC encompasses three distinct facilities, each with a separate core mission and function:

- **Long-term institutional housing of sentenced male felons and misdemeanants** – WCC (Building 10)
- **Pre-trial booking and housing both male and female felons and misdemeanants** – Wildwood Pretrial Facility (WPT) (Building 5)
- **WTP housing male felons and misdemeanants** – WTP (Building 15), which provides work release opportunities for eligible inmates

This structure allows the WCC to deliver comprehensive correctional services, including secure confinement, pre-trial detention, and transitional programming, all within a single complex that serves multiple purposes across the DOC.

### **Population**

The WCC is a Level II facility housing minimum, medium and close custody, male and female felons and misdemeanants in pre-trial, unsentenced, and sentenced status in a secure setting with supervision consistent with their custody and security level.

**Capacity:** 465 (General) | 476 (Max)

As of October 2, 2025, the WCC was operating at 93 percent of its general capacity with more than 27 percent being sentenced.

**Admissions & Releases Per Year** ~ 1,650

### **Key Implications of Closing This Facility:**

#### **Disruption to Regional Justice System:**

- Closure would eliminate the primary correctional facility for the Kenai Peninsula, requiring long-distance transport of pretrial and sentenced inmates to other regions.
- Increased transportation needs would delay court proceedings, raise costs, and strain law enforcement and judicial resources.

**Loss of Specialized and Transitional Programming:**

- The WCC's robust vocational and rehabilitative programs are not easily replicated elsewhere. Closure would hinder inmate access to education, job training, and treatment services.
- The loss of transitional housing and work-release programs would reduce reentry support, increasing recidivism risks.

**Operational and Financial Strain:**

- Other facilities would need to absorb the WCC's population, requiring infrastructure expansion and additional staffing.
- Transporting inmates to distant facilities would increase fuel, flight, and escort costs, as well as staff overtime.

**Community and Economic Impact:**

- The WCC employs 119 staff members and supports local vendors and contractors, contributing significantly to the Kenai Peninsula economy.
- Closure would result in job losses and diminish community partnerships that benefit both inmates and local residents.

**Public Safety Risks:**

- The WCC's closure would disrupt the ability to house unsentenced inmates locally, complicating law enforcement operations and increasing risks associated with delayed detention.
- The facility's role in housing both male and female inmates is critical; closure would require relocating inmates to distant facilities, severing family and community ties.

**Conclusion:** The DOC's assessment is that the closure of the WCC would have far-reaching impacts for public safety, rehabilitation, and community stability on the Kenai Peninsula. As a multi-functional facility offering comprehensive services and regional support, the WCC is essential to the DOC's mission. Its closure would result in increased costs, reduced program access, and diminished public safety. The department strongly recommends maintaining the WCC's operations to preserve critical infrastructure, support successful reentry, and ensure continued service to the region.

## **Yukon-Kuskokwim Correctional Center (YKCC)**

**Purpose:** Regional facility serving Southwest Alaska

The YKCC, located in the Yukon Delta region, provides secure confinement and a wide range of reformatory programs to support offender rehabilitation and enhance public safety.

Serving as both a regional intake facility and sentenced housing, the YKCC accommodates male and female prisoners of all custody levels, including those in pre-trial status.

Opened in 1986, the facility is a close-security institution that provides detention services for 56 villages in Western Alaska. The YKCC's location is vital to both the DOC and the communities it serves. The facility provides secure housing for regional offenders while allowing family and community connections through accessible visitation, which would be significantly limited without a local facility.

### **Population**

The YKCC is a Level II facility housing minimum, medium and close custody, male and female felons and misdemeanants in pre-trial, unsentenced, and sentenced status in a secure setting with supervision consistent with their custody and security level.

**Capacity:** 153 (General) | 163 (Max)

As of October 2, 2025, the YKCC was operating at 85 percent of its general capacity with more than 83 percent being unsentenced.

**Estimated Releases/Year:** ~ 1,700

### **Key Implications of Closing This Facility:**

#### **Disruption to Regional Justice and Law Enforcement:**

- Closure would eliminate the only local detention option for Southwest Alaska, requiring long-distance transport of detainees to facilities hundreds of miles away.
- Increased travel would delay court proceedings, raise costs, and strain law enforcement resources, especially given statutory requirements to return individuals to their point of arrest.

#### **Loss of Culturally Responsive Services:**

- The YKCC's staff and programming are uniquely equipped to serve a population with distinct cultural and linguistic needs. Closure would result in loss of culturally competent care, undermining rehabilitation and increasing recidivism risks.

**Operational and Financial Strain:**

- Transporting inmates from remote villages to distant facilities would significantly increase costs for flights, fuel, and staff time.
- Other facilities would need to absorb the YKCC’s population, requiring infrastructure expansion and additional staffing.

**Community and Economic Impact:**

- The YKCC employs more than 52 staff and contractors across corrections, healthcare, food service, and maintenance and is a major employer in Bethel, contributing to the local economy.
- Closure would result in job losses and reduce economic stability in a region with limited employment opportunities.

**Public Safety Risks:**

- Without the YKCC, law enforcement agencies in 56 villages would lack a local facility for temporary holding, potentially delaying arrests and reducing responsiveness.
- Displacement of inmates would sever ties to family, tribal, and community support networks, increasing the likelihood of recidivism.

**Conclusion:** The DOC’s assessment is that the closure of the YKCC would have devastating impacts for public safety, justice system operations, and community wellbeing in Southwest Alaska. As the only correctional facility in the region, the YKCC is essential for maintaining timely judicial processes, providing culturally responsive rehabilitation, and supporting local economies. The DOC strongly recommends continued operation of the YKCC to preserve regional justice infrastructure, minimize costs, and uphold public safety and cultural integrity.

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## Summary

In short, every indication from this analysis points to the importance and services provided by each facility within their respective community as well as to the overall criminal justice system. The closure of any correctional facility in Alaska—due to geography, population distribution, law enforcement utilization, and security-level specialization—would increase burdens to the criminal justice system as well as costs to more than just the DOC.

A comprehensive impact study that includes stakeholder engagement from the DOC, law enforcement, legal advocates, local community leaders, union leaders, the Alaska Legislature, and other community organizations is recommended if a facility needs to be identified for closure.

The department remains committed to working with the Legislature and welcomes further dialogue regarding public safety and criminal justice support, including any future direction involving the resources required to undertake a formal, multidisciplinary closure study.

Sincerely,



Jen Winkelman  
Commissioner

cc: Alexei Painter, Director, Legislative Finance Division  
Jordan Shilling, Director, Governor's Legislative Office  
Lacey Sanders, Director, Office of Management and Budget



THE STATE  
of **ALASKA**  
GOVERNOR MIKE DUNLEAVY

## Department of Corrections

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December 19, 2025

The Honorable Andy Josephson  
Co-Chair, House Finance Committee  
Alaska State Capitol Room 505  
Juneau, AK 99801

The Honorable Lyman Hoffman  
Co-Chair, Senate Finance Committee  
Alaska State Capitol Room 518  
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Sent via email: [Senate.Finance.Committee@akleg.gov](mailto:Senate.Finance.Committee@akleg.gov), [House.Finance@akleg.gov](mailto:House.Finance@akleg.gov)

Re: FY2026 Legislative Intent Language

Dear Finance Committee Co-Chairs,

Please find below the Department of Corrections and Department of Law's response to legislative intent language from House Bill (HB) 53. The dollar figures presented in this document are in whole dollars.

**Department of Corrections / Population Management / Anchorage Correctional Complex Operating Budget (CCS HB 53(brf sup maj fld H))**

*It is the intent of the legislature the State of Alaska, through the Department of Corrections (DOC), no longer covers the full cost of unsentenced federal inmates housed in State facilities. The legislature urges the Department to coordinate with the Department of Law to either receive adequate daily funding for federal inmates housed in State facilities or to determine a method for them to be housed at a federal or private facility until court hearings. DOC and Department of Law shall then submit a joint response to the Co-chairs of the Finance committees and to the Legislative Finance Division by December 20, 2025, outlining the determined terms, number of federal inmates housed in State facilities by day in 2025 and the final cost associated to the State, if any.*

**Department of Law / Criminal Division**

Operating Budget (CCS HB 53(brf sup maj fld H))

*It is the intent of the legislature the State of Alaska no longer cover the full cost of housing unsentenced federal inmates in State facilities. Therefore, the legislature urges the Department of Law to work with the Department of Corrections and federal agencies to either receive adequate daily funding for federal inmates housed in State facilities or to determine a method for them to be housed at a federal or private facility until court hearings. Law and DOC shall submit a joint response to the Co-chairs of the Finance committees and to the Legislative Finance Division by December 20, 2025, outlining the determined terms, number of federal inmates housed in State facilities by month in 2025 and the final cost associated to the State, if any.*

The State of Alaska and the federal government remain at an impasse concerning the appropriate compensation for individuals concurrently held on both State and federal charges—commonly referred to as “dual holds.” The State of Alaska continues to engage with federal authorities in pursuit of an equitable resolution to this ongoing dispute.

Historically, the Alaska Department of Corrections (DOC) has classified individuals subject to both State and federal charges as “dual holds”. This classification enabled the DOC to manage transportation, medical care, housing assignments, and release procedures in accordance with State law. This operational approach originated in 2015, following discussions initiated by the United States Marshals Service (USMS), during which the USMS requested that all dual-hold individuals with a federal writ be treated as federal detainees. In conjunction with this request, the USMS agreed to reimburse the State for the associated costs, citing the increased oversight requirements for such detainees.

This understanding culminated in the execution of the 2016 Intergovernmental Agreement (IGA), which established a per diem reimbursement rate and a separate rate for guard and transportation services for “federal detainees.” The agreement defined federal detainees as:

*“[...] individuals charged with federal offenses and detained while awaiting trial, individuals who have been sentenced and are awaiting designation and transport to a Bureau of Prisons facility, and individuals who are awaiting a hearing on their immigration status or deportation.”*

Crucially, the IGA permitted reimbursement of federal detainees regardless of whether a federal or state writ had been issued. Under this framework, the DOC received compensation for dual-hold detainees through the established per diem and transportation rates.

However, in 2024, the USMS notified the DOC of a significant policy shift. The USMS stated it would no longer provide reimbursement for detainees subject to a federal writ, nor for those with a state writ, asserting that such individuals are to be treated as state detainees. This position reflects a new interpretation of federal regulations.

According to the USMS, once the State asserts jurisdiction over a detainee by filing a state writ of habeas corpus, the individual is deemed a state detainee. Consequently, the State is obligated to “provide for the safekeeping, secure custody, and care of the individual at no cost to the USMS.” Since this change, representatives from the Department of Law and the DOC have made efforts to engage with federal officials to negotiate a fair and equitable resolution. To date, no agreement has been reached.

This also resulted in a change in the way these holds are recorded within the offender management system. Due to the change in reporting, below is a summary of the estimated number of federal detainees housed in State facilities by month in 2025, along with the estimated costs incurred by the State:

	<b>Estimated Number Held</b>	<b>Total Man Days</b>	<b>Estimated Costs Incurred</b>
<b>24-Jul</b>	156	4,841	<b>\$978,860.05</b>
<b>24-Aug</b>	158	4,894	<b>\$989,696.38</b>
<b>24-Sep</b>	139	4,297	<b>\$868,822.82</b>
<b>24-Oct</b>	157	4,859	<b>\$982,592.79</b>
<b>24-Nov</b>	160	4,969	<b>\$1,004,772.12</b>
<b>24-Dec</b>	149	4,626	<b>\$935,414.23</b>
<b>25-Jan</b>	167	5,165	<b>\$1,044,443.55</b>
<b>25-Feb</b>	166	5,140	<b>\$1,039,385.46</b>
<b>25-Mar</b>	140	4,327	<b>\$874,946.80</b>
<b>25-Apr</b>	138	4,287	<b>\$866,867.98</b>
<b>25-May</b>	84	2,604	<b>\$582,547.06</b>
<b>25-Jun</b>	55	1,695	<b>\$379,110.25</b>
<b>FY2025 Totals :</b>	<b>1,669</b>	<b>51,704</b>	<b>\$10,547,459.50</b>

Please let us know if you have any questions or would like to discuss further.

Sincerely,



Jen Winkelman  
Commissioner

Sincerely,



Stephen Cox  
Attorney General

cc: Alexei Painter, Director, Legislative Finance Division  
Jordan Shilling, Director, Governor’s Legislative Office  
Lacey Sanders, Director, Office of Management and Budget



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December 19, 2025

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Re: FY2026 Legislative Intent Language

Dear Finance Committee Co-Chairs,

Please find below the Department of Corrections' (DOC) response to legislative intent language from House Bill (HB) 53.

**Population Management / Spring Creek Correctional Center (CCS HB 53 (brf sup maj fld H), Sec. 1)**

*It is the intent of the legislature that the Department of Corrections permanently close one housing unit at Spring Creek Correctional Facility. Closing one unit will allow the Department to direct personnel resources to other areas of the facility, reduce overtime, and find efficiencies. The Department shall provide a report to the Co-chairs of the Finance committees and to the Legislative Finance Division by December 20, 2025, detailing the efforts taken towards closing a housing unit, and resulting cost savings and efficiencies.*

As directed through legislative intent language, the Department of Corrections (DOC) achieved partial compliance with the legislative intent by closing Spring Creek Correctional Center (SCCC) House 2 on July 14, 2025, thus removing 247 close custody beds from the department's current capacity greatly

reducing housing options at the SCCC. It is important to note that due to staffing vacancies and maintenance issues during fiscal year (FY) 2025, the SCCC was already operating at a reduced capacity.

For purposes of this response, a module refers to a discrete housing unit within the correctional facility, consisting of a defined number of inmate cells and associated common areas, designed to operate as a single security and staffing unit.

### **Actions Taken**

- On July 14, 2025, the DOC closed House 2 at the SCCC, removing 247 close custody beds reducing the overall bed capacity to 262.
- With the closure, close custody inmates were able to be moved to House 1 and House 3 or transferred to other DOC institutions.
- Vulnerable inmates remaining at the SCCC were placed in protective custody or in the mental health module.

### **Impact Analysis**

- The SCCC is now operating at 116 percent of its general bed capacity.
- House 3 now accommodates all close custody general population prisoners.
- The closure caused operational disruptions, and increased segregation demands at Anchorage Correctional Complex (ACC), Fairbanks Correctional Center, Goose Creek Correctional Center (GCCC), and Wildwood Correctional Complex.
- Due to the SCCC's limited bed availability, more than 40 sentenced close custody prisoners in other areas of the State are awaiting transfer to the SCCC.
- Classification and behavioral challenges have increased, which leads to an increase in segregation placements.

### **Staffing and Cost Analysis**

- No personnel cost savings were realized at the SCCC; total labor hours remained stable post-closure.
- Staff from House 2 were reallocated to other posts that were previously unmanned, maintaining operational coverage.
- Receiving institutions recorded a 1 percent increase in labor hours, with notable overtime increases at the GCCC and ACC.
- Transportation and logistical costs increased due to cross-facility inmate movement.
- No net savings on food service, medical care, or general cost of care; costs were redistributed across facilities.

Finance Committee Co-Chairs

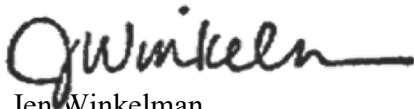
December 20, 2025

Page 3 of 3

**Conclusion**

While the closure of House 2 at the SCCC was executed as directed, the anticipated cost savings and operational efficiencies have not been achieved. The action has led to increased strain on other facilities, higher segregation rates, and greater personnel demands. The DOC continues to monitor the situation and manage population pressures, but the closure has not yielded the intended outcomes.

Sincerely,

A handwritten signature in black ink, appearing to read "Jen Winkelman". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Jen Winkelman  
Commissioner

cc: Alexei Painter, Director, Legislative Finance Division  
Jordan Shilling, Director, Governor's Legislative Office  
Lacey Sanders, Director, Office of Management and Budget



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December 20, 2025

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Re: FY2026 Legislative Intent Language

Dear Finance Committee Co-Chairs,

Please find below the Department of Corrections' (DOC) response to legislative intent language from House Bill (HB) 53.

**Department of Corrections**

Operating Bill (CCS HB 53(brf sup maj fld H), Sec. 1)

*It is the intent of the legislature that the Department of Corrections continue the reform of the Regional and Community Jails program. Since the program's inception, public safety has changed in the state and jails are not utilized to the same extent. Therefore, the Department should renegotiate FY27 contracts by reducing the bed count by two-thirds if the individual community's unused bed rate was over sixty percent, when FY24 and FY25 are averaged, and any other corresponding costs. This realignment prevents closures and allows communities to maintain a jail with a more appropriate bed count and cost to the State. The Department shall issue a status report to the to the Co-chairs of the Finance committees and to the Legislative Finance Division by December 20, 2025.*

As directed through legislative intent language, the DOC reviewed utilization of the jails for FY2024 and FY2025 and found that all but one regional operated under the identified sixty percent margin (see attached historical budget and utilization report).

The cumulative budget requests received from each community to maintain jail operations exceed the current appropriated funds within the program. This ultimately reflects that the DOC is not funding full jail operations through the current contracts and further reductions in funding could result in the closure of a community jail, impacting public safety in the rural areas. It is important to note that the City of Seward closed its jail operations in FY2024 due to lack of funding to safely operate jail functions.

The Regional and Community Jail Program was implemented as a community-based resource establishing partnerships between the DOC and local communities. This allowed local communities to respond to local public safety needs, retaining justice involved persons to remain close or within their community and reduced the burden on the State prison system. These jails serve as holding facilities for short-term offenders who have violated State laws.

Each Regional and Community Jail provides a critical public safety infrastructure within locations where there is no State facility.

**Utilization Trends:**

The following table presents a comparative overview of utilization trends across the DOC’s 14 contracted community jails, based on a three-year average of manday data (FY2023–FY2025). This analysis is central to understanding how jail operations vary regionally and how those variations inform funding decisions and operations.

The table highlights key operational metrics for each facility, including the current number of beds under contract, the maximum number of days individuals may be held, total budgeted mandays, and actual utilization rates. These figures reveal significant disparities in how facilities are used, with some jails consistently operating at higher capacity despite having fewer beds or shorter hold durations.

Utilization is not solely a function of bed count—it reflects local decisions about contract terms, public safety needs, and community infrastructure. By incorporating utilization into the funding formula, the DOC aims to promote transparency and equity, ensuring that resources are distributed in proportion to actual service demand while respecting the unique operational constraints of each community.

Facility	Number of beds in contract	Maximum Hold Days in Contract	Total Budgeted Mandays	3-Year Avg Mandays	3-Year Avg Utilization %
Bristol Bay	4	15	1,460	438.5	30%

Facility	Number of beds in contract	Maximum Hold Days in Contract	Total Budgeted Mandays	3-Year Avg Mandays	3-Year Avg Utilization %
Cordova	6	7	2,190	204.8	9.4%
Craig	7	15	2,555	956.3	38.1%
Dillingham	8	20	2,920	777.7	26.6%
Haines	6	14	2,190	82.7	3.8%
Homer	7	10	2,555	901.5	35.3%
Kodiak	22	30	8,030	2,367.3	29.5%
Kotzebue	10	30	3,650	2,473.0	67.8%
NSB	9	30	3,285	1,865.2	56.8%
Petersburg	12	15	4,380	249.5	5.7%
Sitka	15	10	5,475	621.7	10.4%
Unalaska	10	30	3,650	319.7	11.3%
Valdez	13	10	4,745	546.3	10.5%
Wrangell	12	30	4,380	268	9.3%

## Summary

Each jail provides a critical public safety infrastructure within locations where there is no State facility. Based on past experience, the DOC believes that any change to current funding levels will further impact safe operational abilities within each jail and lead to additional closures within those communities' as well as increasing costs to both the Department of Public Safety and the DOC as these persons are moved to a State facility.

The department remains committed to working with the Legislature and welcomes further dialogue regarding public safety and criminal justice support, including any future direction involving the resources required to oversee and maintain the Regional and Community Jails Program.

Sincerely,



Jen Winkelman  
Commissioner

## Attachments:

Community and Regional Jail Analysis  
Alaska Municipal League summary

cc: Alexei Painter, Director, Legislative Finance Division  
Jordan Shilling, Director, Governor's Legislative Office  
Lacey Sanders, Director, Office of Management and Budget