

# Representative Ashley Carrick

*Alaska State Legislature*

## **In Juneau**

Alaska State Capitol

Juneau, AK 99801

Phone: (907) 465-4976

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## **In Fairbanks**

1292 Sadler Way Ste. 308

Fairbanks, AK 99701

Phone: (907) 452-6084

*House District 35 – West Fairbanks*

## **House Bill 141 Version A Sponsor Statement**

*“An Act relating to universal changing facilities in public buildings.”*

House Bill 141 would require the instillation of at least one universal changing facility in all public buildings during any new construction or remodel costing over \$30,000. A universal changing facility is a table or device suitable for the changing of a diaper of a child and providing personal care for an adult. The addition of these universal changing facilities would foster inclusion of all people, regardless of age, medical conditions, or disability status, and ensure all people are treated with dignity and respect.

Currently, there are 11 states which have introduced bills relating to the instillation of universal changing tables, and 7 additional states that have passed bills into law. These bills ensure that all people, including those living with physical and/or intellectual disabilities, are provided access to private, safe, and hygienic changing facilities. There are no current laws in Alaska requiring accessible changing facilities in public buildings, further disadvantaging these vulnerable groups.

Individuals who rely on changing facilities, as well as their families and/or caretakers, often experience isolation as they are unable to spend significant time in areas that lack facilities suitable for changing. These limitations restrict community engagement and participation between all groups, something that is essential in ensuring a well rounded and vibrant society where all people are valued and included. According to the Alaska Constitution, the state must protect individuals' equal rights and opportunities under the law. House Bill 141 would ensure that all people, regardless of age, medical conditions, or disability are provided the space necessary to go to the restroom with dignity.

Please join me in supporting HB 141 so all individuals have access to accommodating restrooms.

**HOUSE BILL NO. 141**

IN THE LEGISLATURE OF THE STATE OF ALASKA

THIRTY-FOURTH LEGISLATURE - FIRST SESSION

BY REPRESENTATIVES CARRICK, Hannan

Introduced: 3/21/25

Referred: Health and Social Services, Labor and Commerce

**A BILL**

**FOR AN ACT ENTITLED**

1 **"An Act relating to universal changing facilities in public buildings."**

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

3 \* **Section 1.** AS 18.35 is amended by adding a new section to read:

4 **Sec. 18.35.150. Universal changing facilities in public buildings.** (a) On or  
5 after the effective date of this Act, a public building in which a bathroom is  
6 constructed, or that undergoes a remodel of the building estimated to cost \$30,000 or  
7 more, must contain

8 (1) at least one publicly available bathroom with a universal changing  
9 facility; or

10 (2) if the bathrooms in the building are divided by gender, at least one  
11 men's bathroom and one women's bathroom that are equipped with universal  
12 changing facilities.

13 (b) A public building is exempt from the requirements of (a) of this section if  
14 installation of a universal changing facility

15 (1) is not practicable; or

1                   (2) would cause the bathroom to be out of compliance with applicable  
2 building standards governing the right of access for individuals with disabilities.

3                   (c) The owner or lessee of a building shall report the location of a universal  
4 changing table to the department when one is installed.

5                   (d) The department shall maintain on the department's publicly available  
6 Internet website a list containing the location of each universal changing facility  
7 reported under this section.

8                   (e) The department shall adopt regulations establishing standards for a  
9 universal changing facility required under this section.

10                  (f) In a civil action for violation of this section, a court may award a prevailing  
11 plaintiff injunctive and declaratory relief, actual damages, and attorney fees and costs.

12                  (g) In this section,

13                         (1) "department" means the Department of Transportation and Public  
14 Facilities;

15                         (2) "public building" means a building owned or controlled and held  
16 by the state or political subdivision of the state for government or public use or a  
17 public transportation facility that is supported by public funds;

18                         (3) "universal changing facility" means a table or other device suitable  
19 for changing the diaper of a child and providing personal care for an adult.

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*House District 35 – West Fairbanks*

## House Bill 141 Version A Sectional Analysis

*“An Act relating to universal changing facilities in public buildings.”*

**Section 1.** Amends AS 18.35 by adding a section 18.35.150 which relates to universal changing facilities in public buildings.

**Subsection a.** Establishes requirements for the instillation of at least one universal changing facility in all public buildings during any new construction or remodel that costs over \$30,000. These requirements include

- buildings having at least one public restroom with a universal changing facility
- buildings having at least one universal changing facility in both the men’s and women’s restroom if all restroom in the building are divided by gender

**Subsection b.** Establishes exemptions to subsection a. These exemptions include

- if the instillation of a universal changing facility is not practicable
- if the instillation of a universal changing facility would cause the restroom to no longer meet accessible building standards

**Subsection c.** Establishes that the owner or building tenant must report the location of the universal changing facility

**Subsection d.** Establishes that the department must include the location of the universal changing facility on the departments publicly accessible website

**Subsection e.** Requires that the department adopt regulations which establish the standards of universal changing facilities

**Subsection f.** Establishes that the violation of these requirements results in an individual right to sue, with court ordered awards that may include prevailing plaintiff injunctive and declaratory relief, actual damages, and attorney fees and costs

**Subsection g.** Definitions

- establishes the “department” to be the Department of Transportation and Public facilities
- establishes “public building” to be a building that is owned, controlled, and held by the state or political subdivision of the state for public use, or a public transportation facility which is supported by public funds
- establishes a “universal changing facility” to be a table or device that is suitable for providing personal care for both a child and an adult

# Fiscal Note

State of Alaska  
2025 Legislative Session

Bill Version: HB 141  
Fiscal Note Number: \_\_\_\_\_  
( ) Publish Date: \_\_\_\_\_

Identifier: HB141-DOT-DFS-04-12-2025  
Title: PUBLIC BUILDINGS: CHANGING FACILITIES  
Sponsor: CARRICK  
Requester: House Health & Social Services

Department: Department of Transportation and Public Facilities  
Appropriation: Division of Facilities Services  
Allocation: Facilities Services  
OMB Component Number: 3195

## Expenditures/Revenues

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

(Thousands of Dollars)

	FY2026 Appropriation Requested	Included in Governor's FY2026 Request	Out-Year Cost Estimates				
OPERATING EXPENDITURES	FY 2026	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031
Personal Services	75.0						
Travel							
Services	100.0						
Commodities							
Capital Outlay							
Grants & Benefits							
Miscellaneous							
<b>Total Operating</b>	<b>175.0</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>

## Fund Source (Operating Only)

1004 Gen Fund (UGF)	175.0						
<b>Total</b>	<b>175.0</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>

## Positions

Full-time							
Part-time							
Temporary							

## Change in Revenues

None							
<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>	<b>0.0</b>

**Estimated SUPPLEMENTAL (FY2025) cost:** 0.0 (separate supplemental appropriation required)

**Estimated CAPITAL (FY2026) cost:** 0.0 (separate capital appropriation required)

**Does the bill create or modify a new fund or account?** no  
(Supplemental/Capital/New Fund - discuss reasons and fund source(s) in analysis section)

## ASSOCIATED REGULATIONS

Does the bill direct, or will the bill result in, regulation changes adopted by your agency? yes  
If yes, by what date are the regulations to be adopted, amended or repealed? 10/01/26

## Why this fiscal note differs from previous version/comments:

Initial version, not applicable.

Prepared By: Andy Mills, Legislative Liaison  
Division: Commissioner's Office  
Approved By: Dom Pannone, Director  
Agency: Program Management and Administration

Phone: (907)465-3900  
Date: 04/12/2025  
Date: 04/12/25

## FISCAL NOTE ANALYSIS

STATE OF ALASKA  
2025 LEGISLATIVE SESSION

BILL NO. HB 141

### Analysis

HB 141 would require all state public facilities under the Transportation & Public Facilities (DOT&PF) to install universal changing stations when designing/constructing a new facility and when \$30.0 in remodeling costs to an existing facility that meets the criteria occurs (the vast majority of facilities modifications fall over this threshold).

Currently there are 0 (zero) Division of Facility Services (DFS) owned/managed facilities equipped with a Universal changing station. All 706 facilities owned by DFS would meet the definition of a “public building” within this bill and be subject to passed legislation. Of the 706 facilities, 38 are multi-agency occupied and experience a higher level of public traffic. The remaining 668 facilities are buildings that solely and directly support the mission of the department of transportation. While all DOT facilities would meet the definition of a public building, most are maintenance & operation facilities (maintenance stations, equipment storage buildings, mechanic shops), remote by nature and not designed to have public traffic. DFS also manages leases in approximately 220 private owned buildings that likely also fit the requirements of this legislation depending on the interpretation of the verbiage.

Every restroom is unique in its capacity, design and capability to be altered. To understand the implications of this bill and what existing restrooms would be applicable, regulations and design standards will need to be developed. These standards would allow us to produce an analysis of our facilities and their restrooms to identify which ones are practicable, as allowed by the current language, for implementation. It is imperative that decisions of evaluation are based in clear and equitable regulations. Development of regulations and standards would be developed by a combination of DFS engineering staff and a contracted architectural consultant for expertise on building code analysis and creation of standardized basis of designs, applications, and specifications.

DFS design and construction management personnel are primarily funded by I/A and CIP authority *which is dependent upon appropriation of available capital funds*. To complete a regulations and standards package we would need an appropriation of \$75.0 for personal services of the engineering, contracts and legal teams as a one time item (OTI). The cost of an architectural consultant would be estimated at an additional \$100.0 as a OTI.

As an example project to illustrate costs associated with this proposal, DFS recently completed a project at the Ted Stevens International Airport (ANC) where the scope of the project was specifically to add a “universal changing table” to a restroom. To accomplish the task an additional 50 sqft was added to an existing single-use restroom so the changing table could be installed and bathroom remain in ADA compliance. The project was completed using our “job order construction contract” (JOCC) for approximately \$75.0. A JOCC is generally an efficient way to deliver construction tasks as the contracted vendor has in-house engineering/design capability that helps to streamline the design & construction phases of a project. For the purpose of this analysis, the department is using this recent experience to assume that the additional fiscal impact to any restroom remodel would be a minimum of \$75.0 with more remote locations costing more given shipping and labor rates.

Additionally to provide a full fiscal analysis for policymakers, here are some potential circumstances that would impact of the cost:

- Each building’s restrooms are highly unique compositions which will vary the degree of affected spaces and altered systems.
- Minimum of 50 sqft of space is needed for install and use of a universal changing table. Most existing restrooms do not have that space without increasing the footprint or sacrificing fixtures (toilets, sinks, etc). The number of fixtures is based on occupancy so there is limited flexibility to reduce the number of fixtures.

(continued on page 3)

## FISCAL NOTE ANALYSIS

STATE OF ALASKA  
2025 LEGISLATIVE SESSION

BILL NO. HB 141

### Analysis

- Many SOA facilities are of an older vintage and therefore potentially contain haz-mat within their building materials (asbestos, lead, etc). If a bathroom remodel requires changing the footprint it is more likely to encounter haz-mat materials and abatement would be required, resulting in higher costs.

For potential range of rough order of magnitude (ROM) capital costs for implementation at DOT&PF DFS Facilities, the following assumptions can be made:

- "In-scope" facilities prospectively include 38 multi-agency facilities plus 220 leased facilities for approximate total of 258.
- Implementations would occur over time, in circumstances when remodels are contemplated at the respective facility, and when those remodel projects are funded via capital or other designated appropriation.
- A minimum threshold is assumed of \$75.0 per restroom installation. One installed at a male restroom. One installed in a female restroom, for approximate minimum of \$150.0 per facility. Or if facility is equipped with existing uni-sex restroom, then \$75.0 in similar to the ANC example.
- Projected minimum overall increase of capital costs associated with the changing table installations, should all locations be determined practicable for modification => (Qty of facilities) x (Cost per installation) = **\$19.4M - \$38.7M**

Overall, implementation will result in an increase to construction project costs to provide this improvement to applicable public facilities managed by DFS. Along with this improvement, it is reasonable to assert that increased capital improvement requirements and associated costs will result in an overall lower quantity of funded projects should this be adopted.

Other agencies under DOT&PF that would utilize DFS analysis, expertise and implementation experience are the Alaska Marine Highway System (AMHS) with 12 locations/terminals that have restrooms (24 in total) that would require an evaluation and potential installation including Auke Bay (Juneau), Cordova, Haines, Homer, Hoonah, Ketchikan, Petersburg, Sitka, Skagway, Valdez, Whittier, Wrangel, and Kake as state owned terminals. While improvements to these locations would potentially be included in the provided exemption language, an analysis with the assistance of DFS and DOT&PF Civil Rights Americans with Disabilities Act (ADA) compliance staff, would need to occur as part of each terminal improvement. Likewise, our Statewide Aviation staff would utilize DFS experience to evaluate every improvement to rural airport facilities that would fall into the same considerations and potential exemptions depending on the implementation of regulations and standard developed. It is uncertain from the language if such facilities as maintenance and operations (M&O) facilities of DOT&PF would require this evaluation as they are a government facility with restrooms but are not built for non-staff purposes nor intended for use by the public.

It is important to underscore in this analysis that the current open nature of the the exemption language in this legislation requires thoughtful and thorough analysis to define application and implication of a standard, particularly given the direct inclusion of a civil action clause that opens the state to damages through judicial action should that standard defining "practicable" and remaining compliant with existing accessibility requirements be determined insufficient by a member of the public.

Additional capital costs would also be applicable for the public facilities of other departments or political subdivisions of the state meeting the criteria of HB141, using similar analysis above.

(all numbers in thousands unless specified otherwise)

# HB 141

“An act relating to universal changing facilities in public buildings.”

Representative Ashley Carrick





## Benefits of Universal Changing Facilities

- Foster inclusion of all people and ensure all people are treated with dignity and respect
  - regardless of age, medical conditions, or disability status
- Provide private, safe, hygienic and accommodating restroom spaces for all individuals
- Protect individuals' equal rights and opportunities under the law, upholding the Alaska Constitution
- Increases public participation and involvement through the addition of accommodating spaces, decreasing isolation of individuals and their families and/or caretakers

# Universal Changing Facilities Breakdown

## Freestanding Tables

- Easily moveable
- Easy installation, no installation costs
- Average cost of \$1,500-\$4,000 per table



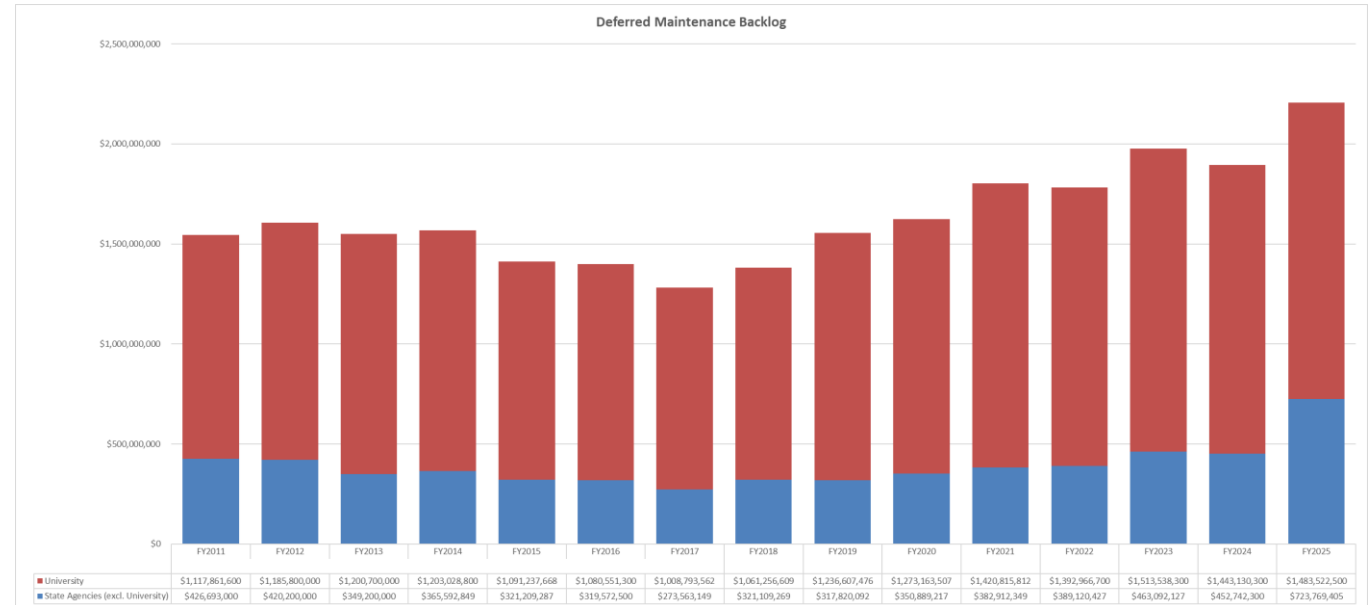
## Wall-Mounted Tables

- Space efficient (folding)
- Increased stability (due to wall mounting)
- Average cost of \$2,000-\$5,000 per table



# Alaska's Deferred Maintenance Issue

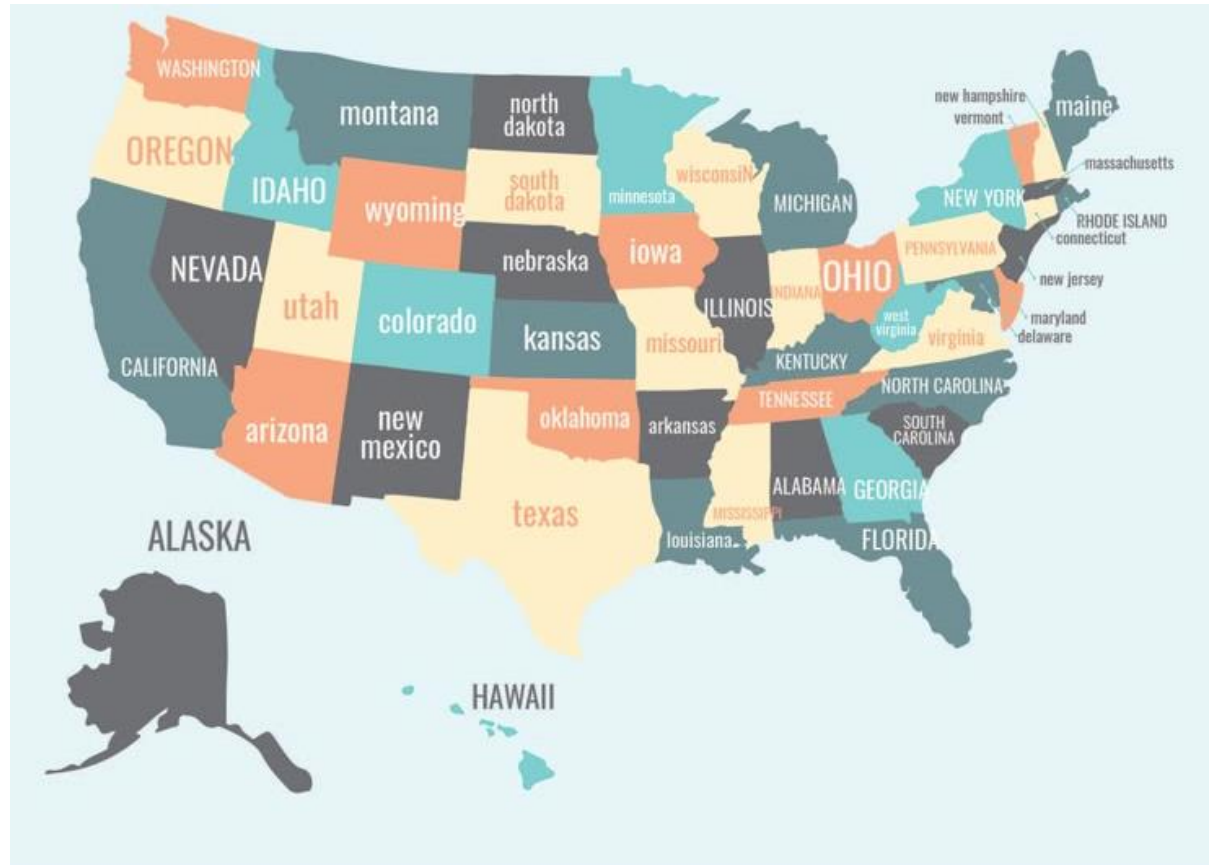
- 2.21 billion dollars in deferred maintenance (723.8 million dollars excluding the University)
  - According to 2025 OMB Deferred Maintenance Overview
- 1,999 facilities with maintenance that has been deferred (402 of which are University facilities)
- Virtually all state agencies have buildings which are facing deferred maintenance issues



# State by State Comparison

18 states have introduced and/or passed legislation

- 7 states have passed legislation relating to the requirement of universal changing facilities
  - Arizona, California, Illinois, Maryland, Minnesota, New Hampshire, and Tennessee
- 11 states have pending legislation relating to the requirement of universal changing facilities
  - Florida, Georgia, Iowa, Mississippi, New York, Ohio, Oklahoma, Pennsylvania, West Virginia, Colorado and Wisconsin



# Sectional Analysis

- **Section 1** - Amends AS 18.35 by adding a section 18.35.150 (which relates to universal changing facilities in public buildings)
  - **Subsection a** – establishes requirements for the installation universal changing facilities in any new construction or remodel over \$30,000. These requirements include:
    - buildings having at least one public restroom with a universal changing facility
    - buildings having at least one universal changing facility in both the men's and women's restroom if all restroom in the building are divided by gender
  - **Subsection b** – establishes exemptions to subsection a. These exemptions include
    - If the installation of a universal changing facility is not practicable
    - If the installation of the universal changing facility would cause the restroom to no longer meet accessible building standards

# Sectional Analysis continued

- **Subsection c** – establishes that the owner or building tenant must report the location of the universal changing facility
- **Subsection d** – establishes that the department must include the location of the universal changing facility on the departments publicly accessible website
- **Subsection e** – requires that the department adopt regulations which establish the standards of universal changing facilities
- **Subsection f** – establishes that the violation of these requirements results in an individual right to sue, with court ordered awards that may include prevailing plaintiff injunctive and declaratory relief, actual damages, and attorney fees and costs

# Sectional Analysis continued

- **Subsection g** – definitions
  - establishes the “department” to be the Department of Transportation and Public facilities
  - establishes “public building” to be a building that is owned, controlled, and held by the state or political subdivision of the state for public use, or a public transportation facility which is supported by public funds
  - establishes a “universal changing facility” to be a table or device that is suitable for providing personal care for both a child and an adult



THE STATE  
of ALASKA  
GOVERNOR MIKE DUNLEAVY

## Department of Health

SENIOR AND DISABILITY SERVICES  
Governor's Council on Disabilities  
and Special Education

550 W 7<sup>th</sup> Ave. Suite 1220  
Anchorage, Alaska 99501  
Main: 907.269.8990  
Toll Free: 1.888.269.8990  
Fax: 907.269.8995

April 3, 2025

The Honorable Members of the Alaska State Legislature  
Alaska State Capitol  
Juneau, Alaska 99801

Re: LETTER OF SUPPORT FOR HOUSE BILL 141 – UNIVERSAL CHANGING  
FACILITIES IN PUBLIC BUILDINGS

Members of the Alaska State Legislature,

On behalf of the Alaska Governor's Council on Disabilities and Special Education, we are writing to express our strong support for House Bill 141, "An Act relating to universal changing facilities in public buildings." This crucial legislation will promote accessibility, dignity, and inclusivity for individuals with disabilities and their families across Alaska.

Currently, almost all public facilities lack appropriate changing accommodations for individuals with complex disabilities who require assistance beyond standard restroom facilities. Without universal changing spaces, individuals are often forced to change on the floors of public restrooms, which is unsafe, unsanitary, and undignified. No Alaskan should have to endure such conditions. By requiring universal changing facilities in public buildings, House Bill 141 ensures that all Alaskans have access to safe, hygienic, and dignified restroom accommodations.

Providing universal changing facilities aligns with Alaska's commitment to equity, accessibility, and the Alaska Developmental Disabilities Shared Vision: "Alaskans share a vision of a flexible system in which each person directs their own supports, based on their strengths and abilities, toward a meaningful life in their home, their job and their community. Our vision includes supported families, professional staff and services available throughout the state now and into the future." House Bill 141 enhances the ability of people with disabilities to fully engage in public life, whether visiting government buildings, recreational spaces, or other public venues. Furthermore, it supports caregivers, including parents of children with disabilities and personal care assistants, by offering an appropriate and respectful environment for personal care needs.

A compelling example of the necessity of this legislation comes from Judy Edwards of Anchorage and her son, Eric Edwards. Judy was forced to change Eric on the floor of the Anchorage International Airport due to the lack of an appropriate facility. This was not only unsafe and unsanitary but also a profound indignity. Alaskans deserve more. Because of Judy's advocacy and personal story, the Anchorage International Airport has since installed a universal

changing facility in its concourse, setting a precedent for accessibility and dignity in public facilities. House Bill 141 would extend this progress statewide, ensuring that no individual or caregiver faces such an undignified situation again.

We urge the Alaska Legislature to pass House Bill 141 and remove barriers that prevent individuals with disabilities from fully accessing public spaces. The Governor's Council on Disabilities and Special Education is committed to working alongside legislators, advocates, and community members to advance policies that foster inclusion and accessibility in our state.

Thank you for your leadership on this critical issue. Please do not hesitate to reach out if we can provide further information or support as this bill progresses.

Sincerely,

A handwritten signature in blue ink that reads "Jena Crafton". The signature is written in a cursive, flowing style.

---

Jena Crafton, Chair

A handwritten signature in black ink that reads "Patrick Reinhart". The signature is written in a bold, cursive style.

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Patrick Reinhart, Executive Director



**South Central Region**  
540 W. International Airport Rd.  
Anchorage, AK 99518-1110  
907.561.5335 | 1.800.478.0078  
907.564.7429 fax  
[www.hopealaska.org](http://www.hopealaska.org)

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Helping Alaskans with Differing Abilities Experience Hope Since 1968

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April 5, 2025

Dear Representative Carrick,

I am writing to offer Hope Community Resources full support of HB No. 141- "An Act relating to universal changing facilities in public buildings."

Hope Community Resources is a non-profit organization based in Anchorage, supporting Alaskans with disabilities and mental health challenges in six regions of Alaska. We have operated for over 56 years and have worked diligently through those years to advocate for full accessibility, equality, and self-determination for not only the people we support but for all Alaskans with disabilities.

Most of us have had an occasional experience of limiting water intake if we are unclear when we would have access to safe or hygienic place to relieve ourselves. However, for an adult with a significant physical disability and the person supporting them, access to appropriate places to provide hygienic care becomes a daily challenge, limiting access to the community and desired activities as well as impacting health if hydration is compromised.

Requiring public buildings in which a restroom is constructed, or one that undergoes a remodel, to have at least one publicly available restroom with a universal changing facility, creates parity and dignity with those who are ambulatory- and enhances the opportunities for community access and participation. We look forward to the day where all Alaskans can access their community without concern, and this bill takes a huge step forward toward that goal.

Sincerely,

Michele Girault  
Executive Director  
Hope Community Resources, Inc.

**Key Coalition of Alaska**

3705 Arctic Blvd, #1866  
Anchorage, AK 99503  
907-433-4705

**Fairbanks Chapter**

805 Airport Way  
Fairbanks, AK 99701  
907-456-8901

[keycoalitionofalaska.org](http://keycoalitionofalaska.org)



Equity



Partnership



Advocacy



Inclusion



Support

**Key Coalition  
Board of Directors**

Michele Girault - President  
Millie Ryan - Vice President  
Noel Murray - Secretary  
Catie Jones - Treasurer

Rebecca Allely  
Wendy Cloyd  
Tom Crafton  
Emily Ennis  
Kathy Fitzgerald  
Dennis Haas  
Lisa Hodges  
Ric Nelson



April 3, 2025

Dear Representative Carrick,

Key Coalition of Alaska submits this letter of support for House Bill No. 141 – “An Act relating to universal changing facilities in public buildings.”

Key Coalition of Alaska is a non-profit, statewide advocacy organization comprised of people with disabilities, their families, friends, and other supporters. Key Coalition advocates for independent living, equality and disability civil rights, and access to quality physical health care services in the community of their choosing.

Statewide, Key Coalition represents many thousands of individuals and families whose lives have been touched by intellectual/developmental and physical disabilities, including mothers, fathers, siblings, friends, and other non-paid caregiving support. Key Coalition also represents the agencies that provide direct support to individuals in their homes and communities.

Universal changing facilities in public buildings addresses a key component of Key Coalition’s decades-long fight for equity and inclusion in Alaska communities. Every person, regardless of ability, belongs in public spaces.

Many individuals with IDD and other physical disabilities experience incontinence as a part of their life-long disability. A caregiver tasked with changing incontinence underwear in a public restroom is abruptly faced with the realization that public spaces are not designed to accommodate anyone larger than a toddler who needs to be laid down to be changed. The indignity of an adult lying on the floor of a public restroom during the process of being changed, while the public walks by, cannot be overstated. Restroom floors are at minimum unsanitary, and certainly not intended for the task of providing personal care for an adult.

Requiring public buildings in which a restroom is constructed, or that undergoes a remodel of the building, to contain at least one publicly available restroom with a universal changing facility provides equity and inclusion for individuals, families and caregivers. Key Coalition of Alaska supports HB141, “An Act relating to universal changing facilities in public buildings.”

On Behalf of Key Coalition Board of Directors,

Wendy Cloyd

Board Member - Key Coalition of Alaska