

Context

In April 2020, Anchorage voters supported a bold, practical solution for addressing Anchorage's most pressing problems: a new sales tax on alcoholic beverages sold in the Municipality, with revenue dedicated as new funding toward specific issues:

1. Increasing community safety [“police, related criminal justice personnel, and first responders”];
2. Reducing and preventing child abuse, sexual assault and domestic violence; and
3. Prevention and treatment of substance misuse, mental health issues, and homelessness.

Not highlighted in the ballot measure, but relevant to all three issues, is addressing inequity in our community: how structural racism and other barriers impact some people more than others. The cumulative effects of racism have created persistent disparities, and significantly and directly contributed to worse outcomes over generations for Black, Indigenous and other Peoples of Color (BIPOC). By eliminating race-based disparities in health and well-being, Anchorage will be safer and healthier for everyone.

Engagement and Recommendation Process

Recover Alaska, Alaska Children's Trust, and partners representing many other organizations brought together over 200 individuals and organizations to develop this theory of positive change. An initial invitation to participate was sent on Friday, June 19, 2020. The team held six meetings over three weeks to introduce this theory of change, invite feedback and improvements, and identify specific ideas and potential projects to translate this broad framework into actionable next steps. Everyone who participated was invited to share their priorities via a voting process, which informed the funding framework that accompanies this document.

Purpose of This Document

For alcohol tax funding to effectively address the issues above, we must address root causes and find new ways of working that engage more people, more deeply. The issues are connected and only by addressing them together will we make Anchorage safer and healthier for all.

The Assembly will decide where and how to allocate alcohol tax funds. The individuals and organizations who endorse this theory of positive change urge the Assembly, and the community, to choose this approach to achieve lasting positive outcomes.

Vision

Improved Safety and Wellbeing for All in Anchorage

Community-Wide Goals *(What we want to achieve)*

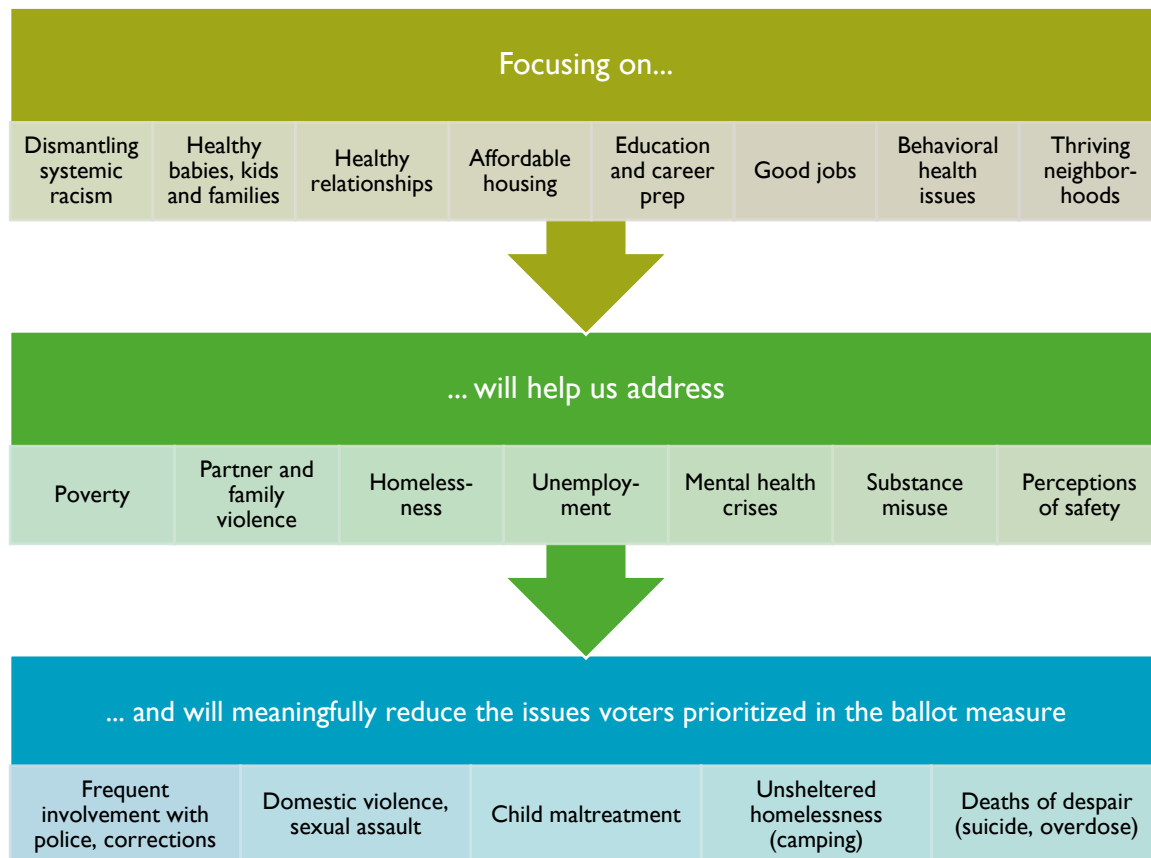
1. Increased citizen and neighborhood-level engagement in selecting measures and other Municipal decision-making.
2. Measurable improvement in key health, education, corrections, housing and other key measures of safety and wellbeing, and elimination of race-based disparities in same measures.
3. Measurable improvements in social determinants of health and equity.
4. Increase wealth generation and prosperity in neighborhoods with many households living in poverty.
5. Children and adults are free of the burdens created by alcohol and substance misuse.
6. Reduce rates of child maltreatment.
7. Reduce rates of sexual assault and domestic violence.
8. Reduce number of people and length of time experiencing homelessness.
9. Decrease number of people with behavioral health conditions held in jails.
10. Reduce suicide deaths of youth and adults.

Guiding Principles (How we will do the work)

1. Engage with people and communities with lived experience.
2. Address root causes and invest in long-term prevention.
3. Intervene, treat, and connect people in immediate crisis, or chronic crisis such as homelessness and addiction, to short and long-term supports that increase safety and well-being.
4. Leverage funds with other investors and funding sources to maximize impact.
5. Directly address systemic racism and colonialism, reduce race-based disparities in each of the issues prioritized for alcohol tax funding, and promote racial equity.
6. Make a broad impact on related issues; don't address them separately or in isolation.
7. Sustain investment over multiple years to fill funding gaps and support innovation.
8. Support interventions that are data-driven, evidence-informed, and/or culturally relevant with clearly defined outcomes.
9. Support interventions that are trauma-informed and healing-centered, and do not cause or perpetuate trauma.
10. Commit to transparency: monitor progress using data, and regularly report out.

The “Why”

In the model below, we use Primary, Secondary, and Tertiary Prevention activities to get to the outcomes. Another way to understand this approach is the graphic below: by going upstream from the issues, we can effectively create long-term positive change for Anchorage.



Logic Model

Resources	Activities	Outcomes	
		Short and Medium term (0-5 years)	Long term (5 years +)
<p>How to read this logic model To achieve the long-term outcomes we want (fourth/last column), we apply all the resources available in our community (first column) toward the activities (second column) identified within each level of prevention (Primary, Secondary, Tertiary). We measure interim progress with shorter-term outcomes (third column). All activities in the model, and the specific programs or initiatives that carry out those activities, must be centered on equity: intentionally designed and implemented to dismantle systemic racism and the colonial legacy of Alaska, and elevate those who continue to be impacted by this harmful legacy.</p>			
<ul style="list-style-type: none"> Alcohol tax revenue (starting 2021) Existing public and private investments in housing/homelessness, child abuse and neglect prevention, alcohol misuse prevention Medicaid 1115 waiver behavioral health services <i>Anchored Home</i> plan + partnerships Community organizations, especially those led by Black, Indigenous and People of Color (BIPOC) Tribal and non-Tribal housing, physical and behavioral health, public health, social supports, family support, employment providers Early childhood program providers Faith leaders and the faith community Elders and other older adults Anchorage School District Anchorage Health Department Anchorage businesses + employers Municipal and Tribal governments Peer and recovery supports Community members with lived experience and have subject matter expertise (SME) All community members Shared lands, waters and ecosystems ALCANLink Project data, local plans and studies that identify 	PRIMARY PREVENTION		<p>Improved Safety and Wellbeing for All</p> <p><i>Measured by:</i></p> <ol style="list-style-type: none"> Increased citizen and neighborhood engagement in selecting measures and Municipal decision-making. Measurable improvement in key health, education, corrections, housing and other key measures of safety and wellbeing, and elimination of race-based disparities in same measures. Measurable improvements in social determinants of health and equity. Reduced poverty in all neighborhoods, with a focus on neighborhood-level disparities. Children and adults are free of the burdens created by alcohol and substance misuse. Reduce rates of child abuse and neglect.. Reduce rates of sexual assault and domestic violence. Reduce number of people and length of time experiencing homelessness. Decrease number of people with behavioral health conditions held in jails.
	Host community dialogues about the history of racism and colonialism in Anchorage, and ongoing impacts of systemic racism.	Improved understanding among residents and leaders of systemic racism and its effects and specific, measurable commitments to achieve equity for all residents.	
	Increase access to and participation in cultural activities and learning opportunities.		
	Community readiness and multi-phase campaign to build community goals.		
	Create framework for restorative justice and alternatives to punishment-focused system.	Increased cases of youth and adults diverted out of legal system and resolved via a community-centered process.	
	Create a Citizens Review Panel for independent oversight of police incidents.	Increased transparency of police operations Fewer incidents referred to Citizens Review Panel.	
	Training for community members with lived experience to engage in local government processes and advocate for policy change.	Involvement of people with lived experience in municipal decision-making and policy discussions through an Advisory Council or other policy-level representation.	
	Incorporate equity measures into municipal priorities and community planning.	Regular reporting on key equity measures.	
	Increase access to free or affordable quality pre-K; culturally relevant early education; and Early Head Start and home visiting programs.	Increase number of children in quality pre-K and receiving early home visiting and parent support. Clear waitlist for pre-K in Title I schools.	
	Address disparities across K-12 and increase socioeconomic diversity in all schools.	Increase graduation rate overall and reduce disparities between groups.	
	Implement comprehensive mental health education curriculum in K-12.		
	Promote healthy social norms for youth and adults.		
Increase supply of affordable housing units and rental assistance funds.	Increase supply of housing affordable for all income levels.		

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barriers to change, key data points, and recommended strategies (see first page)	Implement prevention programs focused on highest risk factors outlined in ALCANLink Project to prevent interpersonal violence.	Strengthen protective factors within children, youth and families.	10. Reduce suicide deaths of youth and adults. (see first page)
	Promote youth employment and skill-building.	Increase number of people earning a livable wage, in jobs with advancement opportunities and ability to create wealth.	
	Education and job training, career pathways and options.		
	Support for small-business entrepreneurs in neighborhoods with many households living in poverty.		
	Implement universal screenings and referral for social determinants of health.	Specific, measurable commitments to improve the social and physical environment to promote good health for all.	
	Implement universal screening and consistent, supportive education about alcohol and other substance use during pregnancy.	Increase referrals to supportive services and behavioral health treatment.	
	SECONDARY PREVENTION		
	Reparations and intentional redistribution of resources to BIPOC communities.	Reduced racial disparities for households in poverty. Increased average household wealth for BIPOC HHs.	
	Increase access to appropriate housing and supports for all people experiencing homelessness.	Increase number of individuals housed with appropriate supports + employment.	
	Increase resources to prevent individuals & families becoming homeless.		
	Increase support resources for people returning from the corrections system.		
	Comprehensive suicide prevention work.	Increased success rate responding to suicide ideation.	
	Increase access to appropriate behavioral health treatment.	Decrease time to get into behavioral health treatment. Increase supply of behavioral health treatment and wraparound supports.	

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(see first page)	Employment and training for people with lived experience: experiencing homelessness, returning from corrections, in recovery, etc.	Increase percent of workforce, overall and in direct service positions, of people with lived experience.	(see first page)
	Pilot and sustain effective peer-based and community-based housing, relationship building and other programs to strengthen community connections.		
	Embed in public-facing teams and/or train workforce in trauma-informed, healing-centered approach and skills.	Increased retention / reduced turnover rate in direct service positions serving clients in crisis, clients experiencing or at risk of homelessness, etc.	
	Address secondary trauma among front-line workers in child protection, healthcare, homeless response services, other settings.		
	TERTIARY PREVENTION		
	Increase access to crisis response, appropriate housing and supports, legal counsel, and other services for survivors of domestic violence and sexual assault.	Increase number of individuals and families immediately supported and healed following a crisis.	
	Increase resources for child maltreatment response.		
	Provide shelter and bridge housing to meet life and safety needs.	Increased number of available shelter beds or vouchers and bridge housing units operating year round.	
	Implement Behavioral Health Crisis Continuum (e.g. Crisis Now) as an alternative to police-led crisis response.	Increase clinical and evidence-based response to behavioral health crisis and homelessness.	
	Increase training in Trauma-informed care and de-escalation for law enforcement, first responders, and at hospital emergency departments.	Increase number of people engaged in appropriate treatment and wraparound supports.	

Background Information

Language of Prop 13 (passed 4/7/2020) Related to Funding

Excerpts of AO 2019-148(S-1) which contains the language used in Proposition 13 that voters approved:

(b) The net receipts from the alcoholic beverages retail sales tax, after payment of the costs of administration, collection and audit to the municipality^[1], are dedicated and shall be available to use only for:

- (1) Funding for police, related criminal justice personnel, and first responders;
- (2) Funding to combat and address child abuse, sexual assault, and domestic violence; and
- (3) Funding for substance misuse treatment, prevention programs, detoxification or long term addiction recovery facilities, mental and behavioral health programs, and resources to prevent and address Anchorage's homelessness crisis.

(d) At least 120 days before the end of the fiscal year of the municipality and at such other times as the assembly directs, the mayor shall submit to the assembly a report of the tax revenues collected and expended. The report of expenses shall be itemized by each authorized use or purpose and presented to the public.

(e) The net receipts described in subsection (b) shall not be used to supplant funding for existing service levels contained in the actual operating budget for fiscal year 2020 and the funding to provide for and maintain that level of service in subsequent years. The dedicated net receipts shall only be used to provide additional service levels above the 2020 baseline.

(Section 3, Charter amendment) If the proposition is approved by the voters, the administration shall account for the revenues and expenditures of the tax proceeds by separate fund or account.

[1] Note: administration costs are estimated to be approximately \$175,000 per year after initial setup of Muni systems and processes, most of which will take place in 2020 before revenue is collected; includes two staff positions within Treasury to administer this tax.

Recent, Relevant Example: Broward County, Florida, RWJF Culture of Health Prize Winner

Description from 2019 award ([RWJF press release 11-2019](#))

Broward County, Florida: Known as “Collaboration County,” Broward County, Florida—comprised of 31 municipalities—weaves diverse partnerships into their journey toward better health. The commitment to racial equity trainings by health and social service agencies creates a common language around institutional and systemic racism, while school-based equity liaisons ensure students have an opportunity to succeed. Recent voter-approved initiatives expand affordable housing and guarantee \$350 million annually for 30 years to improve transportation. Historically excluded populations participate in decision-making thorough initiatives such as the Race Equity in Child Welfare Taskforce and Healthy Community Zones. Through large scale health and economic programs such as Test and Treat for HIV, School Based Dental Sealant, Step Up, and Broward UP, Broward County is addressing the social determinants of health to enable residents to live their healthiest lives.

Full feature story:

<https://www.rwjf.org/en/library/features/culture-of-health-prize/2019-winner-broward-county-florida.html>