

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)

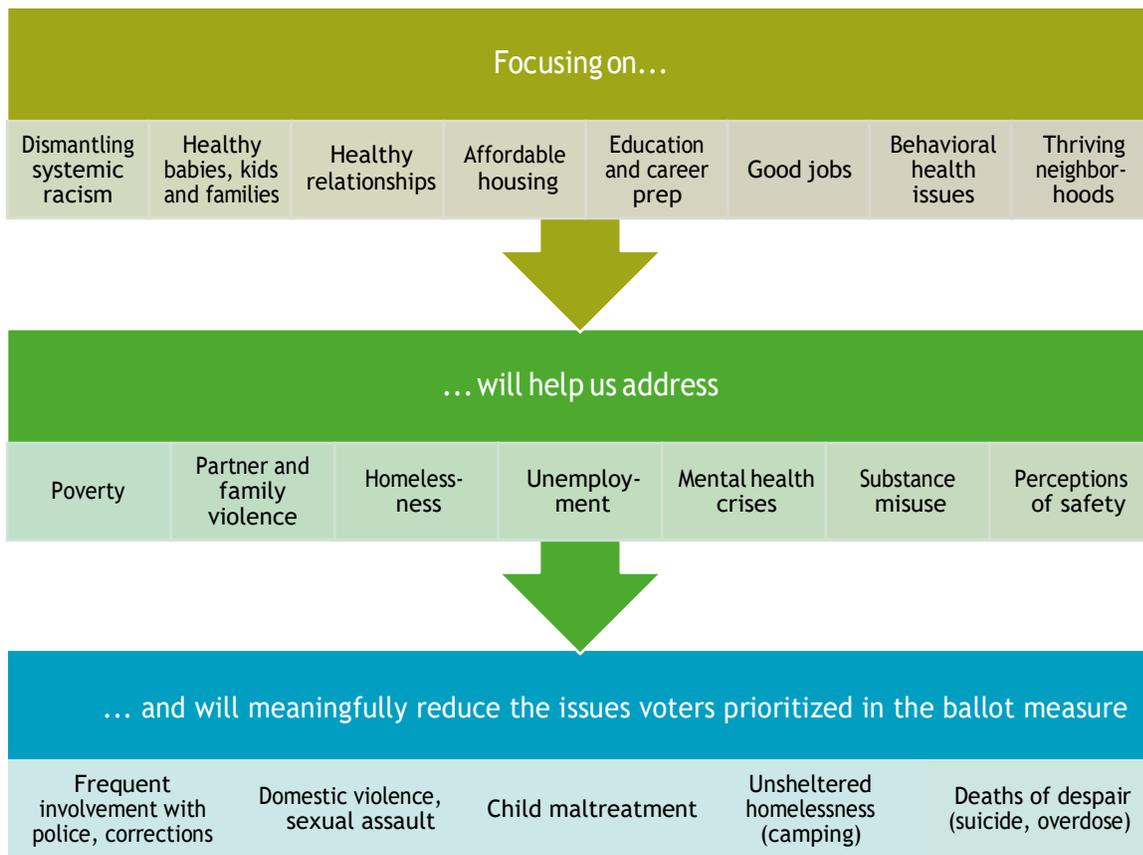
1. Increased citizen and neighborhood-level engagement in selecting measures and other Municipal decision-making.
2. Measurable improvement in key health, education, corrections, housing and other key measures of safety and wellbeing, and elimination of race-based disparities in same measures.
3. Measurable 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 1 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 HHHs.	
	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.	

Logic Model

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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>

Anchorage Alcohol Tax Theory of Change: Funding Framework July 23, 2020

Vision

Improved Safety and Wellbeing for All in Anchorage

Funding Framework

We start with a simple principle: **for every dollar we invest in addressing today’s crises, we commit a matching dollar in long-term prevention.**

In other words: commit (approximately) equal shares of the new revenue to today (crisis response) and future generations (upstream prevention to improve wellbeing over the long term). This provides a balance between the two competing but equally important priorities, and dedicates new funding to prevention activities.

We strongly recommend an equity lens be applied to all funding decisions: intentionally designed and implemented to dismantle systemic racism, and elevate those who have been left out of decision-making, procurement processes and allocation of resources.

A Dollar for Today, a Dollar for Future Generations

Funding Category	Now	Future	\$ (millions)	Prop 13 Bucket(s)	Notes
DISMANTLE SYSTEMIC RACISM					
Dismantle systemic racism & support systems change	✓	✓	\$0.5	All	Dedicated stream of funding for systems change: from community dialogues to staff training to technical assistance for process changes.
COMMUNITY SAFETY					
Citizen Review Panel	✓	✓	\$0.25	1	Community led, independent oversight and investigative body for police-involved incidents + potentially policies.
Restorative Justice initiatives		✓	\$0.5	1	Establish alternatives for resolving individual or community conflicts, and divert from court system.
Continuum of services for behavioral health crises	✓		\$1.5	1	May include trained response staff or teams, facility, crisis hotline. Example: proposed Crisis Now model.
HEALTHY FAMILIES + PREVENTION OF VIOLENCE					
Domestic violence, sexual assault (DVSA), child abuse and neglect crisis response	✓		\$2.0	2	Emergency housing, counseling and resources for survivors. Also related to preventing homelessness for youth, adults and families experiencing violence.
Promote healthy babies & families in first years of life		✓	\$2.0	2	Abundant evidence for promoting early childhood health. Includes home-based, pre-K.
ACCESS TO SAFE HOUSING + RECOVERY					
Shelter operations funding	✓		\$2.0	3	Emergency shelter and services for life and safety of people experiencing homelessness.
Treatment operations funding	✓		\$1.0	3	Mental health and substance misuse treatment programs.
Housing innovation fund		✓	\$1.0	3	Pilot or launch funding for new, small-scale projects to test concepts or establish well-proven models locally.
Treatment & recovery innovation fund		✓	\$1.0	3	Pilot or launch funding for treatment programs to establish; potential for sustainability via Medicaid
PLANNING + COMMUNICATIONS					
Long-term planning, evaluation, communications	✓	✓	\$0.25	All	Monitoring outcomes, exploring potential new funding priorities, communicate data.
TOTAL			\$12 m		

Funding Challenges That Informed These Recommendations

- The new revenue is significant, but won't fix everything. How do we make the best strategic decisions, that will have the most immediate and/or most lasting impact?
- Prevention works, and has a strong return on investment (ROI). But it will take time to see meaningful improvement. How do we invest in the long term, and be patient waiting for results?
- Prevention is a great long-term investment, but we have people and communities in crisis today. How do we balance these two needs?

WHAT to Fund and HOW to Fund Are Equally Important

The categories in the funding framework are intentionally broad, with many possible combinations of programs or priorities. Throughout the process, we heard two key themes:

1. **Racial equity and systems change are not an activity, but a paradigm shift.** The equity lens must be applied to every funding decision, including how projects or organizations are selected. Many organizations attested to the fact that how we allocate funds today, through competitive RFP processes or sole-source procurements gives advantage to those who have the most experience, expertise and prior success in securing funding—not necessarily the most impactful, promising or community-based ideas.
2. **“Nothing about us, without us.”** This phrase originated in the disability rights movement, and should be a universal principle. Individuals with lived experience of homelessness, racism and discrimination, substance misuse, adverse childhood experiences, and interpersonal violence were welcomed to this process as subject matter experts, and this product is infinitely better as a result. While these perspectives need to be prioritized in all areas of government, this is especially true in decisions about how public money is spent.

In addition to our recommendations for what to fund, we strongly urge the Assembly to fundamentally change how we decide, which will impact whose priorities are represented and who receives those funds.

Specific Recommendations

1. **The Assembly should identify general intent and desired outcomes** for the proposed funding streams, including any allocated directly to the Municipality or Anchorage School District.
2. **Delegate the decision making to subject matter experts**, to the extent possible, consistent with state and local law. This includes individuals with lived experience, and organizations, communities and individuals with demonstrated expertise in understanding what works. Immediately after the 2021 funding decisions have been made, form an oversight body to monitor implementation, from reviewing data and reporting, to evaluating potential future uses of the funds, to providing an oversight role to keep recipients of the funds accountable for results.
3. **Consider alternative stewards for allocating funds, whose grantmaking processes are centered around equity and community impact.** If provided clear guidelines, intended outcomes and demonstrated understanding of their responsibility for allocating public funds, non-government funders could provide more flexible, community-centered and culturally appropriate ways to prioritize projects. This can include criteria such as:
 - What neighborhood, population, community or mission does the organization serve?
 - What percent of the applicant's board is composed of Black, Indigenous and other People of Color? (or, people with lived experience; people in recovery; people experiencing homelessness; others as appropriate to the funding category)
 - Does the project operationalize equity?

Example Projects, Prioritized by Subject Matter Experts in Anchorage

The Assembly requested a list of specific, actionable projects that are likely to have short- and long-term positive impacts on the outcomes identified in the logic model, and are consistent with the voters' intended uses of alcohol tax funding.

The table below summarizes many projects that participants in this process brought to the table. Some are more detailed than others. Some are new, some are programs with established success rates but new to Anchorage, while others represent expanding a program that is already working. Projects prioritized by the group are marked (*) and listed first. Similar projects are grouped together, where feasible. Many of these projects fit in multiple categories; some are duplicated in multiple categories, but many others may overlap. Attached is a more detailed table; project numbers correspond to the detailed table.

#	Project	Timeframe of Impact	Funding Needed	Bucket 1	Bucket 2	Bucket 3
Dismantle systemic and built-in racism & support systems change			Total: \$0.5m	✓	✓	✓
02	* Oversight council for alcohol tax funding allocation, composed of people with lived experience, with authority to allocate funds.	Future	TBD	✓	✓	✓
69	* Training and formal structure to incorporate voices with lived experience in decision-making	Future	TBD		✓	✓
68	* Training and workforce development among people with lived experience, to support peer-based programs	Future	TBD	✓	✓	✓
04	* Alaska Native Dialogues on Racial Equity <i>See also #74 YWCA Connect Program</i>	Future	TBD	✓	✓	✓
03	* Advocates in Residence youth program	Future	TBD		✓	✓
09	* Community doers gathering: support for workers and advocates to dismantle systemic racism, support resilience of workforce	Both	TBD	✓	✓	✓
10	* Community resource centers (programs / facilities) based in neighborhoods with higher risk factors, promoting protective factors	Now	TBD		✓	
73	Youth employment, career-path programs	Future	TBD		✓	✓
78	Youth Task Force support funding	Future	\$50,000			✓
34	Home Base program: cultural learning, understanding roots & history, mentorship and scholarship prep academy	Future	\$200,000	✓	✓	✓
74	YWCA Connect, Social Justice Program <i>See also #04 Alaska Native Dialogues</i>	Future	\$200,000	✓	✓	✓
58	Reparations (intentional redistribution of resources to address past wrongs) for communities of color in Anchorage	Both	TBD	✓	✓	✓
42	Mandatory cultural and trauma-informed training for all APD staff	Both	TBD	✓		
60	Revive Anchorage Community Police Relations Task Force to increase dialogue between APD and communities of color	Both	\$250,000	✓		
39	Increase racial, ethnic and other dimensions of diversity within APD staff and ASD SROs	Future	TBD	✓		
50	APL Peer to peer resource program (training, certification, employment)	Both	\$40,000			✓

#	Project	Timeframe of Impact	Funding Needed	Bucket 1	Bucket 2	Bucket 3
63	Support policy change in community, including priorities of SMEs with lived experience	Future	TBD		✓	✓
53	Planning and analysis for alternatives to school resource officers (SROs) in ASD schools	Future	\$200,000	✓		
85	Funding support for grant-writing assistance to BIPOC organizations and others without access to dedicated development resources	Both	\$150,000	✓	✓	✓
87	Youth advocacy and empowerment through story-telling	Both	TBD	✓	✓	✓
Citizen Review Panel				✓		
14	* Create a Citizens Review Panel/Board for independent oversight and investigation of police-involved incidents	Now	\$250,000	✓		
Restorative Justice initiatives				✓		
59	* Restorative justice framework, to transform public safety and justice approach in Anchorage. Example: Circle Peacemaking	Both	\$500,000	✓		
Continuum of services for behavioral health crises				✓		
23	* Expand capacity of 72-hour detox centers, with connection to housing to support recovery	Now	TBD	✓		✓
17	* Crisis Now proposal: crisis call line, stabilization center, peer-based model	Now	\$1.5 mil	✓		✓
21	* Embed social worker or trained behavioral health staff with ADP Downtown Ambassadors	Now	\$60,000	✓		
16	Crisis debrief or response protocols for front-line care workers	Now	TBD	✓	✓	✓
57	Reorganize or integrate existing crisis response teams (CORE team, mobile intervention team, etc.) within Muni to ensure coordination	Now	\$60,000	✓		
DVSA / child maltreatment crisis response					✓	
06	* Anchorage Domestic Violence and Sexual Assault Prevention Network	Now	\$700,000	✓	✓	
38	Increase number of Empowering Choice housing vouchers for DVSA survivors	Now	\$516,300		✓	✓
62	Staff a behavioral health specialist / case manager at AWAIC shelter to support DVSA survivors	Now	\$125,000		✓	✓
15	Crisis counseling center for survivors of DVSA / child maltreatment	Now	\$150,000		✓	✓
05	Anchorage Alliance on Violence Prevention	Now	TBD		✓	
07	Civil legal representation for DVSA survivors	Now	TBD	✓	✓	
31	Expand Willa's Way transitional housing program for DVSA survivors	Now	\$250,000		✓	✓
81	Provide shared office space for tribal governments to conduct social services business in Anchorage	Now	\$600,000 (or rent share)		✓	
82	Family-centered service to promote self-determination and choice of services, in place of system determining interventions Model: Whanau-Ora, New Zealand + Maori	Now	TBD		✓	✓
Promote healthy babies & families in first years of life					✓	

#	Project	Timeframe of Impact	Funding Needed	Bucket 1	Bucket 2	Bucket 3
18	* Darkness to Light program, child sexual abuse prevention	Future	\$250,000	✓	✓	
29	* Expand pre-K in Title I schools (clear waitlist)	Both	\$3.1 mil		✓	
25	* Expand Head Start / Early Head Start services	Both	TBD		✓	
12	* Comprehensive mental health education curriculum for K-12, all grades	Both	\$3.1 mil		✓	
27	Expand or better integrate fee-based and Title I eligible pre-K programs, include diverse kids in same classrooms	Both	TBD		✓	
33	Focused interventions to mitigate negative impacts of COVID-19 on student learning, during medium- to high-risk operations	Both	TBD		✓	
24	Expand Family Wellness Warriors program	Future	\$200,000		✓	
36	Implement risk-based behavioral health reimbursement for home based family services	Future	\$300,000		✓	
52	Period of Purple Crying program: reduce shaken baby syndrome via educating during pregnancy	Future	TBD		✓	
30	Expand state-funded healthy relationships program for youth (includes Fourth R program)	Future	TBD		✓	
19	APL Early Literacy Coordinator	Future	\$150,000		✓	
41	Literacy and remediation education services for children involved with OCS	Future	TBD		✓	
26	Expand Imagination Library program providing books to new families with young children	Future	\$200,000		✓	
22	Establish an Anchorage Children's Cabinet (advisory group on children's issues)	Future	TBD		✓	
32	Facilitate Attuned Interactions (FAN) Training	Future	\$30,000		✓	
	Shelter operations funding					✓
45	* Operations funding for 3 shelters and treatment facility proposed for purchase.	Now	\$2 mil			✓
70	* Transitional housing and supports for people returning from corrections system (reentry)	Now	TBD			✓
13	* Coordinated shelter intake, connecting all shelter providers to streamline access to services	Now	TBD			✓
64	* Support rental subsidies, rapid rehousing and short-term housing for people experiencing homelessness	Now	TBD			✓
01	* Additional funding for family-based shelters, e.g. McKinnell House, to provide programming for resident families, encourage family stabilization	Both	\$800,000 to \$1 mil			✓
46	Operations funding for client-centered, coordinated shelter system: includes day services, relationship building, overnight beds/units	Now	TBD			✓
11	APL Community Resource Coordinator	Now	\$340,000			✓

#	Project	Timeframe of Impact	Funding Needed	Bucket 1	Bucket 2	Bucket 3
37	Implement scan card system for all agencies and clients at shelters, day centers and other points of access	Now	\$2,500			✓
48	Outreaching Lives project, homelessness outreach and support services	Now	TBD			✓
77	Increase shelter capacity for older transition age youth (age 21-24), and dedicated shelter for youth under 18	Both	\$1 mil (capital), \$500,000		✓	✓
80	Provide basic services (e.g., shower, hygiene facilities) for people experiencing homelessness	Now	TBD			✓
Treatment operations funding						✓
20	* Eliminate current barriers to entering treatment, including waitlist	Both	TBD			✓
45	* Operations funding for treatment center proposed for purchase in summer 2020.	Now	\$1 mil			✓
47	* Operations funding for updated Clitheroe treatment center (drug and alcohol treatment)	Now	\$1 mil			✓
Housing innovation fund						✓
67	* Sustainable funding and incentives for permanent supportive housing	Now	TBD			✓
35	Host homes programs for adults, youth, older people, variety of possible combinations	Both	TBD		✓	✓
43	Net 2 Ladder program, an employment program for people experiencing homelessness	Now	\$300,000			✓
51	Peer-to-peer mentor programs to build relationships among families, neighbors, community	Future	TBD			✓
71	Village to Village home sharing + neighbor program	Both	TBD			✓
55	Pooled funding for landlords/property managers to address additional cleaning or damages in unit turnover	Now	TBD			✓
79	Navigation Center for Transition Age Youth, with drop-in services and referral to other programs	Both	\$200,000		✓	✓
75	Scale up Youth Homelessness Demonstration Project: permanency navigators, rapid rehousing for youth experiencing homelessness	Both	\$500,000		✓	✓
76	Add 22 studio apts (micro-units) at Covenant House	Both	\$ 2 mil		✓	✓
83	Physical facility or equivalent network of services for Indigenous people Model: Chief Seattle Club, Seattle	Now	TBD			✓
Treatment & recovery innovation fund						✓
68	* Training and workforce development among people with lived experience, to support peer-based programs	Future	TBD	✓	✓	✓
20	* Eliminate current barriers to entering treatment, including waitlist	Both	TBD			✓
40	Launch or pilot funding for potentially-sustainable new behavioral health services supported by I I I 5 Medicaid waiver services	Both	\$1 mil			✓

#	Project	Timeframe of Impact	Funding Needed	Bucket 1	Bucket 2	Bucket 3
28	Expand or replicate Chanlyut program, a reentry recovery and employment program	Now	TBD			✓
86	Programs to promote physical activity for people in recovery, in corrections or after release. Example: Running Free Alaska	Now	TBD		✓	✓
49	Panel or structure for encouraging innovation, new models, models focused on root causes, and operational improvements	Future	TBD	✓	✓	✓
Long-term planning, evaluation, communications				✓	✓	✓
84	Invest in long-term planning and partnership with Alaska tribes to jointly determine long-term use of tax funds	Future	TBD	✓	✓	✓
44	Ongoing public campaign to build community readiness and support for positive change	Future	TBD	✓	✓	✓
08	Community dashboard of key indicators	Future	\$500,000	✓	✓	✓
54	Polling, focus groups and other targeted outreach to learn from and brainstorm with people with lived experience: underrepresented community voices.	Future	TBD		✓	
61	Set aside funds for long-term planning and evaluation of progress	Future	TBD	✓	✓	✓
49	Panel or structure for encouraging innovation, new models, models focused on root causes, and operational improvements	Future	TBD	✓	✓	✓
65	Support social norms change in community	Future	\$75,000	✓	✓	✓
Other Ideas						
56	Rental assistance funds for families at risk of eviction	Now	TBD			✓
66	Sustain and grow adequate funding for critically-important services	Both	TBD	✓	✓	✓
72	Water quality testing and monitoring in local waterways	Future	TBD	✓		

Toolkit: Supporting the Alcohol Tax Revenue Theory of Change of Change

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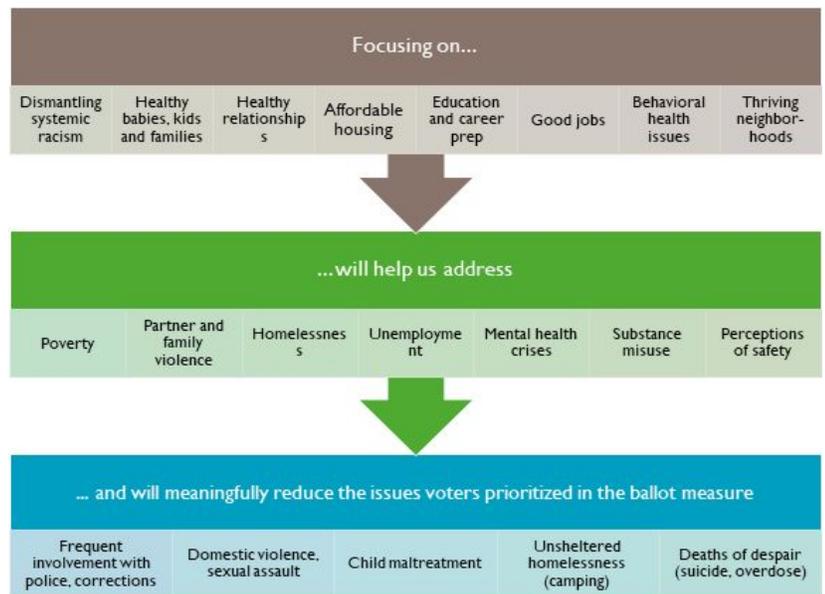
The “Why” of the Alcohol Tax Revenue Theory of Change

What does all of this mean?

One thing we can *all* agree on is that the approaches we are taking now to address substance misuse, homelessness, and sexual violence in Anchorage are underresourced and are not making the impacts we would like to see. To many, it feels like we have been using spoons to keep water out of a sinking ship.

We all know the statistics on these issues in Anchorage and in Alaska - they aren't good. We believe that we aren't making meaningful progress because we aren't addressing and acknowledging the root causes of the shared risk factors across substance misuse, domestic violence, sexual assault, child abuse, and homelessness. This is why we start with a simple principle: for every dollar we invest in addressing today's crises, we commit a matching dollar in long-term prevention.

The purpose of this framework is to provide a vision to the Anchorage Assembly and community members on how we can use revenue from the Alcohol Tax strategically to address key public health and safety crises in Anchorage through partnership and shared



goals. We are at a critical moment where there is broad acknowledgement of the root causes of these crises, and we want to harness this momentum to do things differently.

What do these issues have to do with each other?

The cycles of homelessness, sexual violence, and substance misuse can be broken by approaching them holistically. By leveraging and knitting together existing programs, we can increase public safety by coordinating across many partners and systems that serve to make Anchorage a healthy, safe place to live for all. Targeting only one context - for example, the visibility of homeless people in Anchorage - is not successful long-term, because people and their risk factors don't exist in isolation.

Acknowledging this...

- The Assembly should identify general intent and desired outcomes for the proposed funding streams, including any allocated directly to the Municipality or Anchorage School District.
- Delegate the decision making to subject matter experts, to the extent possible, consistent with state and local law. This includes individuals with lived experience, and organizations, communities and individuals with demonstrated expertise in understanding what works. Immediately after the 2021 funding decisions have been made, form an oversight body to monitor implementation, from reviewing data and reporting, to evaluating potential future uses of the funds, to providing an oversight role to keep recipients of the funds accountable for results.
- Consider alternative stewards for allocating funds, whose grantmaking processes are centered around equity and community impact.

Supporting the Theory of Change

Provide testimony to the Anchorage Assembly

If you wish to provide written testimony:

The Assembly encourages anyone wishing to provide written Public Testimony to email written comments to Testimony@anchorageak.gov by 2:00 p.m. the day of the meeting.

- In the Subject Line: Testimony on Ordinance AO No. 2020-66
- These comments will become part of the meeting record.

If you wish to provide testimony on the phone:

The Assembly encourages anyone wishing to provide verbal Public Testimony to Email Testimony@anchorageak.gov by 2:00 p.m. the day of the meeting with:

- Your Name
- Phone Number
- Agenda Item Number/Title for which you wish to provide testimony
- In the Subject Line: Phone Testimony

- When the Assembly reaches your agenda item, the Clerk will phone you at the number you have provided. You will have 3 minutes to provide testimony on each item you wish to speak on.
- These comments will become part of the meeting record.

What should I say?

Sample Testimony (Written or Speaking)

I am writing today in support of the Theory of Change presented by Recover Alaska and other community partners. The way we are approaching treatment and safety right now is not working for Anchorage. We have a unique opportunity at this moment in time with this funding to change the trajectory of our health, safety, and wellness as a community. We need to make these new investments and shift our approach to tackling the major issues of substance misuse, child abuse and neglect, sexual assault and domestic violence, and mental health if we want to move forward as a city. We need to acknowledge the data and stories we have that show the rampant racial and economic disparities woven into our health and safety systems.

Every member of our community deserves to feel safe, healthy, and get care when they need it. I want to live in a city where people take care of each other, and we invest in each other's wellbeing as neighbors and community members committed to a social contract of care. This theory of change comprehensively frames the issues we need to tackle with a lens of racial equity and systems change. By eliminating race-based disparities in health and well-being, Anchorage will be safer and healthier for everyone. There's no time to waste - we must tackle this paradigm shift now with the Alcohol Tax Revenue funding to make radical changes in our health, education, corrections, housing, and other systems that contribute to the safety and wellbeing of *all* Anchorage residents.

- *Insert a personal story or anecdote on what YOU want to see changes in our community, or how lack of access to resources in the categories mentioned above have affected you or someone you know*
- *If you are speaking, keep testimony to 3 minutes maximum.*
- *Keep it personal, keep it brief, keep it respectful*

Key Messages to drive and supporting data

1. Investments in health and social services and prevention now can save us money in the long-term from heavy users of our emergency services that ultimately cost the city millions of dollars per year

- Prevention work saves, on average, 7 to 1 the cost of reactive resources, sometimes as much as 21 to 1.

2. Access to mental health services prevents homelessness, crime, and Adverse Childhood Experiences long-term

- According to the Behavioral Health Systems Assessment, In 2013, an estimated 145,790 Alaska adults needed behavioral health services. But, only

27,728 adult clients were served with support from State Medicaid and/or behavioral health funds. Many individuals in this gap may be receiving services through other payer sources, while others are truly falling into a gap of unmet need.

3. Access to substance use treatment is lacking in Anchorage, and increasing access to treatment programs would have an impact on crime and homelessness and reduce child abuse, domestic violence, and sexual assault

- According to the National Institute on Drug Abuse, every dollar invested in addiction treatment yields a return of up to \$7 in reduced drug-related crime and criminal justice costs. When health care savings are included, the return on investment can exceed \$12.

4. Camp Abatement is not effective for long-term mitigation of homelessness

- The Center for Disease Control does *not* recommend camp abatement because it disrupts where people are living and sheltering in place, breaks connections with social services because they move and aren't known where they go, and perpetuates trauma in the act of "being abated" i.e. forced to move and lose your ID and other possessions.

Frequently Asked Questions (FAQs)

Why are we talking about these issues instead of camp abatement and street cleanup?

In 2019, Recover Alaska commissioned a poll of Anchorage voters about what features of a new alcohol tax would have the most support.

MOST Support (highest in polling)	LEAST Support (lowest in polling)
1. Addressing Child Abuse, Sexual Assault, Domestic Violence	1. Repairing and maintaining roads
2. Increasing treatment programs	2. Removal of homeless camps
3. Police and first responders	3. Property tax relief
4. Homeless shelters and services	
5. After school and pre-k programs	

What does race have to do with anything?

Black, Indigenous, People of Color (BIPOC) communities are overrepresented within the population experiencing homelessness and incarceration, in large part because of historical and systemic racism. We cannot separate these issues, and we need to be including folks with lived experience and different identities when we are discussing approaches to solutions to our community issues.

How do all of these points connect to the ballot measure language?

The priority issues to address listed in the ballot measure language have shared contributing risk factors and known protective factors. When we start to look at the root causes of all of these issues, it is clear there is overlap - access to financial resources, Adverse Childhood Experiences (ACEs), mental illness, and other risk factors all perpetuate negative outcomes and we know individuals in our community often experience at least one risk factor, usually multiple and many are not listed.

Note: To clarify, the issues below can be precursors or contribute to an environment in which these things happen - not as excuses for perpetrators, or to place the blame of stated harm on victims.

Contributing Risk Factors: <i>Characteristics at the biological, psychological, family, community, or cultural level that are associated with a higher likelihood of negative outcomes.</i>	Perpetrators of Sexual Violence (DV/SA/IPV)	Homelessness	Substance misuse	Perpetrators of Child abuse and neglect
Poverty, unemployment, or financial stress	✓	✓	✓	✓
Untreated and/or undiagnosed mental illness	✓	✓	✓	✓
Alcohol, drug, or other substance use	✓	✓	✓	✓
History of Adverse Childhood Experiences (ACEs) including poor relationships with parents, neglect, physical and sexual abuse	✓	✓	✓	✓
Known Protective Factors: <i>Characteristics associated with a lower likelihood of negative outcomes or that reduce a risk factor's impact.</i>	Perpetrators of Sexual Violence (DV/SA/IPV)	Homelessness	Substance misuse	Perpetrators of Child abuse and neglect
Strong economic supports for individuals and families	✓	✓	✓	✓
Access to basic services - adequate shelter, food, health care	✓	✓	✓	✓
Access to victim-centered services	✓			✓
Education, early learning, and afterschool programs	✓	✓	✓	✓
Access to adequate and affordable mental and behavioral health services	✓	✓	✓	✓
Culturally competent and community-centered treatment		✓	✓	

Contact Information and Resources

- **Don't know who your Assembly Member is?**
[Enter your address to find your Assembly District, Legislative District, and more!](#)

- **Assembly Emails**

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Helpful Links and Resources

- [My Neighborhood: Discover your Assembly District, Legislative District, and more!](#)
- [Map of Assembly Districts](#)
- [Anchorage Assembly website](#)
- [Municipal Meeting Schedule, video, agenda, archives](#)
- [Assembly Worksessions and how to listen](#)

Resources used in talking points

- [2016 Alaska Behavioral Health Systems Assessment Final Report](#)
- [DHSS 2018 Bulletin Health Impacts of Alcohol Misuse in Alaska](#)
- [2015 Alaska Victimization Survey Results](#)
- [Alaska Council on Domestic Violence and Sexual Assault COVID-19 Brief Point in Time Survey](#)