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JUNEAU, ALASKA 99801

January 27, 1983

To: Senate CRA Committee

From: Ginny Chitwood, AML Executive Director *Ginny*

Re: SB 17 - Municipal Assistance Supplemental

Apologies for the confusion over numbers at Tuesday's committee meeting. Mr. Donohue from the Department of Revenue, was reading from a table of estimates prepared by the Department in January of 1982, a copy of which is printed on the back of this memo. At that time, the Department estimated that corporate income tax receipts would have been \$1.08 billion if the oil and gas tax had not been changed (SB 524), making the 10% sharing to municipalities in 1983 \$108 million. Two months later, the Department lowered their revenue projections, decreasing the estimate under the current law from \$744 million to \$713 million and the estimate of the amount that would have been generated under the old law from \$1.08 billion to \$964 million.

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Revenue Sharing Impact
(Millions of Current Dollars)

FY	Corporation Taxes (Previous Statutes)		TOTAL Corp. Taxes (TCT)	10% TCT	Corporation Taxes (Current Statutes)		TOTAL Corp. Taxes (TCT)	10% TCT	30% TCT	FY
	43.20 Non Petroleum	43.21 Petroleum			43.20 amended Non Petroleum	43.20 amended Petroleum				
82	\$35	\$1047	\$1082	\$108	\$31	\$713	\$744	\$74	\$223	82
83	42	1101	1143	114	31	304	335	34	101	83
84	49	1233	1282	128	37	360	397	40	119	84
85	56	1436	1492	149	42	373	415	42	125	85

The comparisons, for illustrative purposes only, reveal what would have been shared if previous statutes had been in effect versus what will in fact be shared, assuming this proposal is implemented in conjunction with current statutes. The aforementioned general fund numbers represent total amounts of revenue to be shared under this proposal.

MUNICIPAL SUPPLEMENTAL - \$28.6 MILLION

"The Alaska Municipal League supports the supplemental appropriation of \$28.6 million: \$25.1 million FY 83 Municipal Assistance Revenues to fully fund the entitlement at the amount had not the method of taxation of the petroleum industry been changed during the 1981 State legislative Session and \$3.5 million FY 83 Chapter 89 State Revenue Sharing for roads, health facilities and hospitals, volunteer fire departments in the unorganized borough, and unincorporated communities to fully fund the entitlement at the level authorized by state statutes. The League further encourages the Legislature to appropriate and the Governor to approve the supplemental appropriation by April 15, 1983 so that local governments can use the additional funding in setting mill levies."

Municipal Assistance Fund - \$25.1 Million

FY 82	\$87.4 million appropriated
FY 83	\$71.3 million appropriated
FY 83	\$96.4 million if the legislature had not changed the Oil and Gas Corporate Income Tax

When the Legislature repealed the Gross Business License Tax, a portion of which was automatically distributed to municipalities, it created the Municipal Assistance Fund as a revenue replacement for local governments. The law provided that an amount "equal to or greater than 10%" of the proceeds of the previous year's corporate income tax, both special oil and gas and also general, could be appropriated to the fund. When the Legislature repealed the special oil and gas corporate income tax and increased the severance tax in the closing days of the 1981 session, it did not make any changes to the Municipal Assistance Fund. Following the session, however, legislative leaders publicly stated that they did not intend to adversely impact local government funding and would make corrections during the next session. In the 1982 session, the Legislature amended the law, increasing the level from 10% to 30%, which is estimated to provide almost as much as the previous system, but the Legislature did not adjust the FY 83 appropriation to reflect that intent.

Revenue Sharing, Chapter 89 - \$3.5 Million

Although most of the revenue sharing funds are distributed by the general formula established in AS 29.88, there are also entitlements established in AS 29.89 - State Aid for Miscellaneous Purposes, including roads, hospitals and health facilities, volunteer fire departments in the unorganized borough, unincorporated communities, and area cost of living differentials. The allocation for this chapter was not increased to cover the large increases in eligible roads, with the result being a projected \$3.5 million shortfall and an 80% proration of funding in these categories.

Municipal Assistance Fund H8 153
 Every unofficial estimation prepared by Ginny Chitwood - 2/7/83

\$87.4 total 371.3 total 725.1 total 896.4 total

population figures are unofficial; city pop. figures checked out of borough figures	FY 82 municipal assistance payment	estimated FY 83 (59.94795%)	estimated additional FY 83 - 1500/1% (56.30704%)	estimated total FY 83 original or supplement
1 Anchorage (204,216)	40531910	32663991	11498803	44162734
2 Bristol Bay Bor. (1,271)	424888	205994	71566	277560
3 Fairbanks Bor. (32,040)	5524841	5124732	1804078	6928810
4 Haines Bor. (1,768)	144218	123840	43244	166084
5 Juneau CBS (22,023)	4525958	3522534	1240050	4762584
6 Kenai Bor. (18,323)	3116804	2930726	1031714	3962440
7 Ketchikan G. Bor. 4351	800474	693934	244992	940926
8 Kodiak I. Bor. 5,679	551837	908344	319768	1228112
9 Mat-Su Bor 20,273	2915779	3242695	1141513	4384138
10 North Slope Bor. 2,832	1320031	452973	159462	1612435
11 Sitka CBS 8,221	1693575	1314932	462900	1777832
12 Barrow 2,882	437674	460970	162277	623247
13 Cordova 2,241	433276	358443	126184	484627
14 Craig 604	115347	96609	34009	130618
15 Dillingham 1,841	356240	294464	103661	398125
16 Fairbanks 25,747	6085709	4118180	1449738	5267918
17 Galena 844	165563	134996	47523	182519
18 Haines 1,079	220453	172584	60755	233339
19 Homer 2,897	571983	463369	163122	626491
20 Hoonah 863	164441	138035	48593	186628
21 Hydaburg 412	72050	65899	23199	89098
22 Kake 631	117331	100927	35530	136457
23 Kenai 5,231	1044073	886688	294542	1131230
24 Ketchikan 7,777	1627606	1243915	437900	1681515
25 King Cove 523	102925	83653	29449	113102
26 Klawock 433	78188	69257	24381	93638
27 Kodiak 5,873	1084266	939374	330691	1270065
28 Nenana 540	129183	86372	30406	116778
29 Nome 3,430	651868	548621	193133	741754
30 North Pole 934	214195	149391	52591	201982
31 Palmer 2,524	502305	403709	142119	545828
32 Pelican 185	36796	29590	10417	40007
33 Petersburg 3,040	634966	486242	171173	657415
34 Sand Point 797	141782	127479	44877	172356
35 Saint Mary's 442	85738	70697	24888	95585
36 Seldovia 729	104962	116602	41048	157650
37 Seward 1,828	428482	292385	102929	395314
38 Skagway 790	182956	126359	44483	170842
39 Soldotna 3,008	584787	481123	169372	690496
40 Tanana 485	93479	77575	27309	104854
41 Unalaska 1,922	390542	307420	108222	415649
42 Valdez 3,694	1014311	590848	207998	798846
43 Wrangell 2,376	500895	380036	133786	513822
44 Yakutat 462	97418	73896	26014	99910

			FY 82	est. method original FY 83	est. method supplemental	est. method total FY 83 (col. 3+4)
1	Akiak	603	20732	16475	5800	22275
2	Akiachak	451	86159	72137	25394	97531
3	Akiak	229	38954	36628	12894	49522
4	Akolmut	353	137256	56462	19876	76338
5	Akutun	188	37479	30070	10586	40656
6	Alakanuk	546	110496	87332	30744	118076
7	Aleknagik	232	30412	37108	13063	50171
8	Allakaket	169	31269	27031	9516	36547
9	Ambler	202	39649	32309	11374	43683
10	Anakt. yuk Pass	250	46409	39987	14077	54064
11	Anderson	521	99876	83333	29336	112669
12	Angoon	562	90643	89891	31645	121536
13	Aniak	351	69846	56142	19764	75906
14	Anvik	115	21778	18394	6475	24869
15	Atmautluak	236	44610	37748	13288	51036
16	Atkasuk	107		17114	6025	23139
17	Bethel	3,681	765307	588768	207266	796034
18	Brevig Mission	134	29533	21433	7545	28978
19	Buckland	27	41979	34709	12219	46928
20	Chefornak	244	45876	39027	13739	52766
21	Chevak	513	96989	82053	28886	110939
22	Chualaruk	124	20821	19834	6982	26816
23	Clark's Point	80	15399	12796	4505	17301
24	Cold Bay	250		39987	14077	54064
25	Deering	158	31008	25272	8896	34168
26	Delta Junction	1,041	215490	166986	58785	225771
27	Diomedes	134	29449	21433	7545	28978
28	Eagle	142	37483	32713	7996	30709
29	Eek	235	44815	37388	13232	50830
30	Ekwok	78	15053	12476	4392	16868
31	Elim	205	45226	32789	11543	44332
32	Emmonak	581	115011	92930	32714	125644
33	Fort Yukon	624	124741	99808	35136	134944
34	Fortuna ledge	260	48404	41586	14640	56226
35	Gambell	432	96011	69098	24325	93423
	Golovin	112	19166	17914	6306	24220
	Goodnews Bay	173	32971	27671	9741	37412
	Grayling	211	40206	33749	11881	45630
	Holy Cross	243	46794	38867	13683	52550
	Hooper Bay	657	125416	104126	36656	140782
	Houston	819	116527	130997	46115	177112
	Hughes	74	14071	11836	4167	16003
	Huslia	241	45971	38347	13570	52117
	Kachemak	287	84233	5905	16160	62065

cities

second class

			FY 82	est. needed orig. ad FY 83	est. needed supplemental	est. needed total FY 83 (col 3+4)
1		Kaktovik	214	40690	34229	76279
2		Kaktag	245	47092	39187	52489
3		Kasaan	70	12641	11196	15137
4		Kiana	363	71501	58061	78500
5		Kivalina	253	49223	40467	54713
6		Kobuk	64	12647	10237	13841
7		Kotlik	347	67892	55502	75040
8		Kotzebue	2,464	47,7285	39,4112	53,2853
9		Koyuk	183	40254	29270	39574
10		Koyukuk	99	19164	15835	21409
11		Kupreanof	54	9655	8637	11678
12		Kwethluk	467	90281	74696	100991
13		Larsen Bay	180	32906	28791	38996
14		Lower Kalskag	260	48286	41586	56256
15	W	Manokotak	299	57461	47824	64660
16	T	McGrath	497	70935	79494	107479
17	U	Mekeoryuk	178	34004	28471	38494
18		Mountain Village	601	116000	96129	129969
19	Y	Napaklak	286	57309	45745	61849
20	Y	Napaskiak	251	47699	40147	54250
21		Newhalen	140	26811	22393	30276
22	Y	New Stuyahok	337	64811	53902	72577
23		Newtok	175	34579	27991	37545
24	Y	Nightmute	141	26620	22553	30492
25		Nikolai	110	17355	17594	23788
26		Nondalton	176	34121	28151	38061
27		Noorvik	517	101500	82693	111804
28		Nulato	353	67248	50462	76338
29		Nuiqsut	287	53428	45905	62065
30		Old Harbor	355	66164	56782	76771
31		Ouzinkie	233	33828	37268	50357
32		Pilot Station	337	63920	53902	72577
33		Platinum	57	11353	9117	12326
34		Point Hope	544	108084	87012	117643
35		Port Alexander	98	18027	13675	21193
36		Port Heiden	94	18169	15035	20328
37		Port Lions	291	41908	46345	62930
38		Quinhagak	427	81282	68298	92341
39		Ruby	214	38215	34229	46279
40		Risian Mission	175	33148	27991	37845
41		Saint Michael	295	54943	47185	63796
42		Saint Paul	595	116955	95169	129672
43		Savoonga	477	106772	76295	103153
44		Saxman	303	55510	48464	65595

City	1950	1960	1970	1980	1990	2000
Scammon Bay	49615	49147	49615	49147	49615	49147
Sela wik	601	74351	96129	33840	139969	54380
Shage Luk	136	25193	21753	7658	39411	34385
Shak Toolik	159	34984	35432	8953	34385	34385
Sheldon Point	105	20409	17114	6025	32139	32139
Shishmaref	425	84712	67978	23930	91908	91908
Shungnak	214	42220	34229	12050	46279	46279
Shebins	321	70660	51343	18075	69418	69418
Teller	206	45294	32949	11599	44548	44548
Tenakee Springs	141	27403	22553	7939	30499	30499
Togale	545	103785	57172	30657	117859	117859
Toksook Bay	357	66123	37101	20102	77303	77303
Taliksetak	243	40257	38867	13483	52550	52550
Tununak	302	59505	45304	17605	65309	65309
Umanakleet	607	136510	96609	34009	130618	130618
Upper Kalskas	133	26499	21273	7489	58762	58762
Umanwrigit	436	81183	67137	24550	94387	94387
Uales	129	28178	20633	7264	27397	27397
Wasilla	2336	434428	381636	134349	515985	515985
White Mountain	127	26630	19354	6813	26667	26667
Whittier	224	43209	35828	12613	45441	45441

Second class cities

Total municipal population 445710 - 96.9% of total statewide

Total statewide population 460000

Estimated 1980
Estimated 1990
Estimated 2000
Total (1980-2000)

Alaska State Legislature



Speaker of the House of Representatives

Pouch V
State Capitol
Juneau, Alaska 99813
(907) 465-3720

Official Business

REP. HAYES STATEMENT ON MUNICIPAL ASSISTANCE

Alaska faces a period of declining revenue. The enormous budgets of several years past may never be with us again. On a state level we are working to meet that challenge by prioritizing and eliminating unproductive programs. While the Legislature has finally realized the severity of declining revenues, many local governments appear unwilling to share in that decline and follow the lead of the state in slowing the growth of government. This unwillingness appears in their insistence that the Legislature provide a \$25 million supplemental appropriation for municipal assistance in addition to the \$127 million funded last year.

Anchorage is a prime example of where the local government officials have yet to realize the reality of reduced revenue. The Municipal administration's budget proposal was \$194 million for FY 83. After several assembly members failed in their attempts to cut \$14 million from that budget, the final budget passed was near \$193 million, a 17.3% increase over the previous year.

Municipal assistance and revenue sharing have grown at tremendous rates in past years. The state appropriated \$38.3 million to these programs in FY 80, \$90 million in FY 81, \$143 million in the revenue boom year of FY 82 and \$127 million last year. Projections for this fiscal year show about \$131 million for these programs will be available. While revenues have dropped over 50% in two years, funding for municipal assistance has only dropped about 9% which I consider to be proof of a major commitment by the Legislature to provide funding to keep property taxes low.

Property owners are constantly faced with a double jeopardy situation which causes tax increases. First, property values normally increase, so even if the mill rate remains constant, taxes will rise slightly each year. Between 1982 and 1983 property value of an average residence increased between 10-15%. New buildings added \$500 million in city value. Total city value in 1976 was \$3 billion. It is now about \$10.6 billion. This value determines the tax base. Theoretically, if the budget remained constant and the tax base increased, the mill rate would fall and local government taxes would probably decrease. However, inflation alone usually dictates some budget increase. An increase in assessed valuation, though, should more than offset inflation costs with a minimal increase in property taxes needed to fund a legitimate amount of program expansion.

But the Municipality's need for funds to both meet its budget while attempting to keep the mill rate stable exceeded the funds generated by increased property value. Property owners now are subject to being taxed by both the normal and natural property value increase and the demands of an inflated budget.

It is realistic to expect some increase in the cost of local government. However, the Municipality's budget increase this past year was unrealistic if an assumption was made that the state was rich enough to add \$25 million more this year to the municipal assistance funds approved last year. The result would be the largest contribution ever made to local government assistance in history. In budget preparation, the Anchorage assembly was told to adopt a philosophy in passing the budget with an assumption that taxes would pay for everything. The assumption in philosophy is fine, but in practice it can't work when the state has a history of giving local governments millions of dollars to lower property taxes. The only way to truly gauge if a program is worth being funded by taxes is for taxpayers to actually be faced with a tax increase as they may be this year. The public really has never had to make that choice in recent years. The result has become a budget based on what government thinks the people want or need instead of a budget based on actual need as prioritized by the public and paid for by the local public through property taxes.

One assembly member recently accused the assembly of wandering without goals. I would agree as it relates to the budget. If a tax increase was to be avoided, a limit should have been set on the budget based on increases in property value and the known amount of municipal assistance available. Instead the municipal administration budgeted in the dark and then convinced a majority of the assembly to buy that philosophy. In no way do I wish to tell any local government what programs they should cut. I support better roads, increased police protection and adequate public services. But I suggest there are budget items of a lower priority that could have been eliminated to help offset the costs of the desired increases. Instead every category in the budget increased. It will become increasingly important to set goals as the Project 80's facilities which I (any) many Anchorage residents supported come on line and add the need for millions of dollars more for the operating budget.

In summary, it is unrealistic to ask the state to fund a supplemental appropriation for municipal assistance that would be 6% above the amount given when the state had twice the revenues it now expects. The state has done more than should be expected to maintain high appropriations to keep property taxes down. The cities have done little and the responsibility to keep taxes low can only rest on their shoulders by decreasing the budgets accordingly. If local officials are unwilling to lower budgets then they should present the public with a tax increase. I believe the resulting public opinion would be to everyone's benefit in determining what the public truly wants government to provide.

CONSOLIDATION OF MUNICIPAL ASSISTANCE AND REVENUE SHARING

"The Alaska Municipal League endorses the consolidation of the current municipal assistance and state revenue sharing programs together with the funding of the consolidated program at a level of at least 8% of the prior year's state operating budget so that municipalities can continue to provide important, needed services while holding down taxes."

Consolidation of the principal municipal aid programs is recommended for two reasons: (1) to simplify the administration of revenue distribution to local governments, both for the state and for the municipalities, and (2) to provide a predictable source of funding for basic services delivered at the local level.

The Municipal Assistance Fund, the successor to the Gross Business License Tax sharing program, is administered by the Department of Revenue. The funds are distributed primarily on a per capita basis. Municipalities must submit an application to the Department and must pass a resolution agreeing to accept the money.

The Revenue Sharing program is administered by the Department of Community and Regional Affairs, which distributes the funds primarily through a formula, with some additional special purpose entitlements. In order to receive funding, municipalities must fill out multi-page application forms and submit financial statements or audits.

Through an interdepartmental agreement this year, the two departments devised a joint application for both programs, simplifying to a certain extent the administrative process.

The proposed consolidation eliminates the municipal assistance fund, establishes the total amount municipalities received in FY 83 for revenue sharing and municipal assistance as a base for distribution, raises the minimum entitlement from \$25,000 to \$100,000, and distributes any additional funding using the current revenue sharing formula.

It is suggested that the level of funding for the consolidated program be 8% of the prior year's state operating budget. Using this approach, municipal aid would keep pace with state spending and local governments would have a better idea of how much to expect when adopting their budgets. Under the current system, municipalities must adopt their budgets before the Legislature has appropriated any funding.

The FY 83 state operating budget was about \$1.8 billion, 8% of which is \$144 million. The combined revenue sharing and municipal assistance funding for FY 83 was \$127 million, down \$16 million from the FY 82 level of \$143 million. If you apply the inflation and population increase factors provided in the spending limit, the \$143 million level would have increased to \$156 million in FY 83 and \$170 million in FY 84.

Municipal Assistance Fund
 Every unofficial estimate prepared by Quincy Whitwood - 2/4/83

\$87.4 total \$71.3 total \$25.1 total \$96.4 total

Municipality	population figures are unofficial; city pop. figures checked out of borough figures	FY 82 municipal assistance payment	estimated	estimated	estimated
			FY 83 (159.74795 pc)	additional FY 83 w/50% (56.30704 pc)	total FY 83 original + supplement
1 Anchorage (204,216)	40,531,910	32,663,931	11,498,803	44,162,734	
2 Bristol Bay Bor. (1,271)	4,533,533 2,468,887	2,059,14	71,566	2,748,600	
3 Fairbanks Bor. (32,040)	5,524,841	5,124,732	1,804,078	6,928,810	
4 Haines Bor. (768)	1,442,18	1,228,40	43,244	1,660,84	
5 Juneau GB (22,023)	4,525,958	3,522,534	1,240,050	4,762,584	
6 Kenai Bor. (18,323)	3,116,804	2,930,726	1,031,714	3,962,440	
7 Ketchikan G. Bor. 4,351	800,474	695,934	244,992	940,926	
8 Kodiak I Bor. 5,679	551,837	908,344	319,768	1,228,112	
9 Mat-Su Bor 20,273	2,915,779	3,242,695	1,141,513	4,384,138	
10 North Slope Bor. 2,832	1,320,031	452,973	1,594,62	6,124,35	
11 Sitka Bor. 8,221	1,693,575	1,349,32	462,900	1,777,832	
12 Barrow 2,882	487,674	460,970	162,277	623,247	
13 Cordova 2,241	483,276	358,443	126,184	484,627	
14 Craig 604	115,347	96,609	34,009	130,618	
15 Dillingham 1,841	356,240	294,464	103,661	398,125	
16 Fairbanks 25,747	6,085,709	4,118,180	1,449,738	5,567,918	
17 Galena 844	1,655,63	1,349,96	47,523	1,825,19	
18 Haines 1,079	2,204,53	1,725,84	60,755	2,333,39	
19 Homer 2,897	571,983	463,369	163,122	626,491	
20 Hoonah 863	1,644,41	1,380,35	48,593	1,866,28	
21 Hydaburg 412	720,50	658,99	23,199	890,98	
22 Kake 631	1,173,31	1,009,27	35,530	1,364,57	
23 Kenai 5,231	1,044,073	836,688	244,542	1,131,230	
24 Ketchikan 7,777	1,627,606	1,243,915	437,900	1,681,815	
25 King Cove 523	1,029,25	836,53	29,449	1,131,02	
26 Klawock 433	781,88	692,57	24,381	936,38	
27 Kodiak 5,873	1,084,266	939,374	330,691	1,270,065	
28 Nenana 540	1,291,83	863,72	30,406	1,167,78	
29 Nome 3,430	651,868	548,621	193,133	741,754	
30 North Pole 934	2,141,95	1,493,91	52,591	2,019,82	
31 Palmer 2,524	5,023,05	4,037,09	1,421,119	5,458,28	
32 Pelican 185	367,96	295,90	10,417	400,07	
33 Petersburg 3,040	634,966	486,242	171,173	657,415	
34 Sand Point 797	1,417,82	1,274,79	44,877	1,723,56	
35 Saint Mary's 442	857,38	706,97	24,888	955,85	
36 Seldovia 729	1,049,62	1,166,02	41,048	1,576,50	
37 Seward 1,828	428,482	292,355	102,929	395,314	
38 Skagway 790	1,829,56	1,263,59	44,483	1,708,42	
39 Soldotna 3,008	584,787	481,123	169,372	650,495	
40 Tanana 485	934,19	775,75	27,309	1,048,84	
41 Unalaska 1,922	390,542	307,420	108,222	415,642	
42 Valdez 3,694	1,014,311	590,848	207,998	798,846	
43 Wrangell 2,376	500,895	380,036	133,786	513,822	
44 Yakutat 462	974,18	738,96	26,014	999,10	

			FY 82	est. made original FY 83	est. made supplement	estimated total FY 83 (col. 3+4)	
1		Akhiok	103	20732	16475	5800	229275
2		Akiachak	457	86159	72137	25394	97531
3		Akiak	229	38954	36628	12894	49522
4		Akolmiut	353	137256	56462	19876	76338
5		Akutan	188	37479	30070	10586	40656
6		Alakanuk	546	110496	87332	30744	118076
7		Aleknagik	232	30410	37108	13063	50171
8		Allakaket	169	31269	27031	9516	36547
9		Ambler	202	39649	32309	11374	43683
10		Anaktuvuk Pass	250	46409	39987	14077	54064
11		Anderson	521	99876	83333	29336	112669
12		Angoon	562	90643	89891	31645	121536
13		Aniak	351	69846	56142	19764	75906
14		Anvik	115	21778	18394	6475	24869
15		Atmautluak	236	44610	37748	13288	51036
16		Atkasut.	107		17114	6025	23139
17	cities	Bethel	3,631	765307	588768	207266	796034
18		Bering Mission	134	29533	21433	7545	25978
19		Buckland	217	41979	34709	12219	46928
20	second class	Chefornak	244	45876	39027	13739	52766
21		Chevak	513	96959	82053	28886	110939
22		Ch uathbaluk	124	20821	19834	6982	26816
23		Clark's Point	80	15399	12796	4505	17301
24		Cold Bay	250		39987	14077	54064
25		Deering	158	31008	25272	8896	34168
26		Delta Junction	1,044	215490	166986	58785	225771
27		Diomedea	134	29449	21433	7545	26978
28		Eagle	142	37483	22713	7996	30709
29		Eek	235	44815	37588	13232	50820
30	Ekwook	78	15053	12476	4392	16868	
31	Elim	205	45286	32789	11543	44332	
32	Emmonak	581	115011	92930	32714	125644	
33	Fort Yukon	624	124741	99808	35136	134944	
34	Fortuna Lodge	260	48404	41586	14640	56226	
35	Gambell	432	96011	69098	24325	93423	
	Golovin	112	19166	17914	6306	24220	
	Goodnews Bay	173	32971	27671	9741	37412	
	Grayling	211	40206	33749	11881	45630	
	Holy Cross	243	46794	38867	13683	52550	
	Hooper Bay	657	125416	104126	36656	140789	
	Houston	819	116527	130997	46115	171122	
	Hughes	74	14071	11836	4167	16003	
	Huslia	241	45971	38547	13570	52117	
	Kachemak	287	84233	45905	16160	62065	

			11 FY 82	12 estimated original FY 83	13 estimated supplemental	14 estimated total FY 83 (col 3+4)	
1		Kaktovik	214	40690	34229	12050	46279
2		Kaltag	245	47092	39187	13795	52982
3		Kasaan	70	12641	11196	3941	15137
4		Kiana	363	71501	58061	20439	78500
5		Kivalina	253	49223	40467	14246	54713
6		Kobuk	64	12647	10237	3604	13841
7		Kotlik	347	67892	55502	19538	75040
8		Kotzebue	2,464	47,7285	39,4112	13,8741	53,2853
9		Koyuk	183	40254	29270	10304	39574
10		Koyukuk	99	19164	15835	5574	21409
11		Kupreanof	54	9655	8637	3041	11678
12		Kwethluk	467	90281	74616	26245	100991
13		Larsen Bay	180	32906	28791	10135	38926
14		Lower Kalskag	260	48286	41586	14640	56236
15	second class	Manokotak	299	57461	47824	16836	64660
16		Me Grath	497	70935	79494	27985	107479
17		Me Koryuk	178	34914	28471	10023	38494
18		Mountain Village	601	116596	96129	33840	129969
19		Napaklak	286	57309	45745	16104	61849
20		Napaskiak	251	47699	40147	14133	54280
21		Newhalen	140	26811	22393	7883	30276
22		New Stuyahok	337	64811	53902	18975	72877
23		Newtok	175	34579	27991	9854	37845
24		Nightmute	141	26620	22553	7939	30492
25	Nikolai	110	17355	17594	6194	23788	
26	Nondalton	176	34121	28151	9910	38061	
27	Noorvik	517	101500	82693	29111	111804	
28	Nulato	353	67248	56462	19876	76338	
29	Nuqsut	287	53428	45905	16160	62065	
30	Old Harbor	355	66164	56782	19989	76771	
31	Ouzinkie	233	33828	37268	13119	50387	
32	Pilot Station	337	63920	53902	18975	72877	
33	Platinum	57	11353	9117	3209	12326	
34	Point Hope	544	108084	87012	30631	117643	
35	Port Alexander	98	18027	13675	5518	21193	
36	Port Heiden	94	18169	15035	5293	20328	
37	Port Lions	291	41908	46545	16388	62930	
38	Quinhagak	427	81282	68298	24043	92341	
39	Ruby	214	38205	34229	12050	46279	
40	Russian Mission	175	33148	27991	9854	37845	
41	Saint Michael	295	54943	47185	16611	63796	
42	Saint Paul	595	116955	95169	33503	128672	
43	Savoonga	477	106772	76295	26858	103153	
44	Saxman	303	55510	48464	17061	65535	

			(1) FY 82	(2) estimated FY 83	(3) estimated supplemental	(4) estimated total FY 83 (3+4)	
1		Scammon Bay	251	49615	40147	14133	54280
2		Selawik	601	74351	96129	33840	129969
3		Shageluk	136	25193	21753	7658	29411
4		Shaktolik	159	34984	25432	8953	34385
5		Sheldon Point	107	20409	17114	6025	23139
6	second class cities	Shishmaref	425	84712	67978	23930	91908
7		Shungnak	214	42220	34229	12050	46279
8		Stebbins	321	70660	51343	18075	69418
9		Teller	206	45294	32949	11599	44548
10		Tenakee Springs	141	27403	22553	7939	30492
11		Togiak	545	103785	87172	30687	117859
12		Toksook Bay	357	66123	57101	20102	77203
13		Tuluksak	243	46257	38867	13683	52550
14		Tununak	302	59505	48304	17005	65309
15		Unalakleet	604	136510	96609	34009	130618
16	Upper Kalskag	133	26499	21273	7489	28762	
17	Wainwright	436	81183	61737	24550	86287	
18	Wales	129	28178	20633	7264	27897	
19	Wasilla	2,386	434428	381636	134349	515985	
20	White Mountain	121	26630	19354	6813	26167	
21	Whittier	224	43209	35828	12613	48441	
22							
23							
24							
25							
26							
27							
28							
29							
30							
31		total municipal population		445770	- 96.9%	of total	
32		total state-wide population		460000		state-wide	
33							
34							



TELEPHONES
(907) 586-1325
586-6526

204 N. FRANKLIN ST.
JUNEAU, ALASKA 99801

March 3, 1982

Albert Adams, Chair
House Finance Committee
Pouch V
Juneau, Alaska 99811

Dear Representative Adams:

The Alaska Municipal League urges you to reconsider your actions in slashing \$13 million from the FY 82 level of the municipal assistance fund, one of the line items in the shared taxes section of the Department of Revenue FY 83 budget.

Several years ago, the Legislature repealed the gross business license tax, 60% of which was automatically rebated to the municipality in which it was collected. The purpose was to make business taxes more equitable, not penalize local government. For that reason, the Legislature established a municipal assistance fund, containing an amount "equal to or greater" than 10% of the corporate income tax received, but subject to legislative appropriation.

The Legislature intended that the municipalities use, for local tax relief, any funds over and above that which would have been generated by the gross business license tax rebate. As is indicated by the enclosed questionnaire results, that is exactly what happened in most of the major municipalities throughout the state as a result of the increased level of funding appropriated last year by the Legislature. If FY 82 levels are not maintained or increased to recognize the 9% inflation and the 4.7% population increases, then municipalities will have only two choices - cut back on services or raise the local taxes back up again.

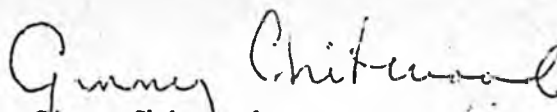
The reason the 10% corporate income taxes is lower this year than last is because at the end of the 1981 session, the Legislature shifted oil and gas taxation from corporate income to severance (SB 524). As was the case with the gross business license repeal, it is my understanding that the intent was to make oil and gas taxation more equitable, not penalize municipalities. Unfortunately, if the Legislature sticks to the "10%" instead of the "equal or greater" the results will be that municipalities and the local tax payers will be adversely impacted. Had there been no change in the corporate income tax law, 10% of the receipts would be \$108 million, instead of the \$74 million currently in the House Finance version of the FY 83 budget.

Municipal Assistance - page 2

AML urges you to at least maintain the current level of funding and preferably increase to \$99 million, an upward adjustment recognizing inflation and population increases. The latter amount is still \$9 million less than what would have been shared without SB 524.

Thank you for your consideration of this request. If you have any questions please do not hesitate to contact me.

Sincerely,



Ginny Chitwood
Executive Director

enc:

cc: The Honorable Jay S. Hammond, Governor
The Honorable Terry Miller, Lieutenant Governor
Commissioner Lee McAnerney, Community & Regional Affairs
Jerry Reinwand, Executive Assistant, Office of the Governor
Sue Greene, Special Assistant, Office of the Governor
Jessie Dodson, Special Assistant, Office of the Governor
AML Board of Directors
AML Legislative Committee

157

HB

COMMITTEE REPORT

HOUSE

FURTHER: ADAMS

2/4/83

Date: 2/24/83

Mr. Speaker:

The Committee on C & RA has had HB 157

An Act to expand the right to petition for a local option election.

under consideration and reports it back as follows:

- do pass do not pass
- do pass with attached amendments(s)
- replace with CS for _____ same title
- and recommends _____ new title
- AND attaches a "Letter of Intent" New Fiscal Note
- reports it back without recommendation Zero Fiscal Note Attached
- referred to the _____ Committee

**MEMBERS SIGNING
DO PASS**

[Handwritten signatures]

**MEMBERS HAVING
OTHER RECOMMENDATIONS:**

[Handwritten signature]

CHAIRMAN

DEPT. OF COMMUNITY & REGIONAL AFFAIRS

OFFICE OF THE COMMISSIONER

- POUCH B
JUNEAU, ALASKA 99811
PHONE: (907) 465-4700
- 225 CORDOVA STREET - BLDG B
ANCHORAGE, ALASKA 99501
PHONE: (907) 264-2254

FEB 23 1983

February 23, 1983

POSITION PAPER

RE: HB 157

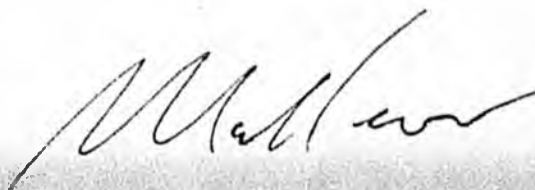
SPONSOR: Representative Adams

Program Effects of Bill

Expands right to petition for a local option election to include unincorporated communities with municipal boundaries.

Comments

No comments

A handwritten signature in dark ink, appearing to read "Matthew", is written across the lower half of the page.

STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: HB 157 Date on Bill: 2/4/83
Title: Expand the right to petition for local option election
Sponsor: Representative Adams
Requestor: House Community & Regional Affairs Committee

1. Estimated fiscal impacts on: Department of Community & Regional Affairs

a. Expenditures:

(Thousands of Dollars)

			FY 83	FY 84	FY 85	FY 86		
Capital				-0-	-0-	-0-		
Operating				-0-	-0-	-0-		
Total				-0-	-0-	-0-		

b. Revenues:

Revenue								
---------	--	--	--	--	--	--	--	--

2. Source of funds to offset fiscal impact of bill:

3. Assumptions:

Expansion of the right to petition for a local option election to include unincorporated communities within municipal boundaries. Will have no fiscal impact on this Department.

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It therefore does not represent the final estimate of fiscal impact.

Prepared By: Richard Rainery *RR* Phone: 465-4703
Division: Commissioner's Office Date: 2/23/83
Approved by Commissioner: *[Signature]* Date: 2/23/83
Department: Community & Regional Affairs

5. Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor
- Copy to Requestor

2/15/83

STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: HB 157 Date on Bill: 2/4/83
 Title: An act to expand the right to petition for a local option election"
 Sponsor: Adams
 Requestor: House Community and Regional Affairs Committee

1. Estimated fiscal impacts on:

a. Expenditures:

(Thousands of Dollars)

			FY 83	FY 84	FY 85	FY 86		
Capital								
Operating								
Total				-0-	-0-	-0-		

b. Revenues:

Revenue								
---------	--	--	--	--	--	--	--	--

2. Source of funds to offset fiscal impact of bill:

3. Assumptions: The Division does not expect an upsurge of petitions for local option elections as a result of this legislation, as it appears that the end of the "Alcohol Project" by Alaska Legal Services has contributed to a decrease of petition activity.

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It does not represent the policy of the Sheffield Administration or the final estimate of fiscal impact.

Prepared By: TPTThoma Phone: 4611
 Division: Elections Date: 2/23/83
 Approved by Commissioner: _____ Date: _____
 Department: _____

5. Distribution:

Original to Legislative Finance
 Copy to OMB
 Copy to Sponsor

Alaska State Legislature

House of Representatives

Al Adams
Chairman
Committee on Finance

Official Business

February 21, 1983

MEMORANDUM

TO: Representative Barbara Lacher, Chair
Community and Regional Affairs Committee

FROM: Representative Al Adams *AA*

SUBJECT: House Bill 157 - An Act to expand the right
to petition for a local option election

House Bill 157 amends the General Provisions Chapter of Title 4, Alcoholic Beverages, by expanding the definition of "established village".

In 1981, the Legislature enacted legislation clarifying provisions in Title 4 so that alcohol local option elections could be held. As a result of these changes a municipality, as well as an established village, could hold an election.

In spite of the Legislature's best efforts to clarify the law, a question has arisen as to the ability of an unincorporated community within a borough to conduct an election. Three communities, Point Lay, Karluk and Tyonek, wanted to hold an election, but were unable to do so due to this defect in the law. HB 157 clarifies the language to ensure that all communities, regardless of status, may conduct an election.

Additional background information is attached.

WHILE IN SESSION
Pouch V
State Capitol
Juneau, Alaska 99811
(907) 465-3706

OUT OF SESSION
P.O. Box 333
Kotzebue, Alaska 99752
(907) 442-3520

1024 W. 6th
Anchorage, Alaska 99501
(907) 274-0615

I. INTRODUCTION

On June 19, 1981, Governor Hammond signed Senate Bill 65, which cleared up difficulties with the 1980 Title 4 alcohol local option law, AS 04.11.490-04.11.506. Pursuant to the statute "municipalities" may conduct their own alcohol local option elections. "Established villages" may also request alcohol local option elections. These latter elections are conducted by the lieutenant governor.

Under the law, municipality is defined as "an incorporated city, an organized borough, or a unified municipality established under AS 29.68." AS 04.21.080(b)(11). A Municipality may hold a special election and vote upon one of the following four options:

1. Prohibition of the sale of alcoholic beverages. AS 04.11.490.
2. Community liquor license. AS 04.11.492.
3. Prohibition of the sale and importation of alcoholic beverages. AS 04.11.496.
4. Prohibition of the sale of alcoholic beverages except by selected licenses. AS 04.11.500.

An "established village" is defined under the statute as "an unincorporated area that

(A) is within the circumference of a circle described by drawing a five-mile radius around a post office station;

(B) has 25 or more permanent residents."

AS 04.11.080(b)(8). An established village may in a special election conducted for that purpose by the lieutenant governor, vote upon one of the following three options:

1. Prohibition of the sale of alcoholic beverages. AS 04.11.490.
2. Prohibition of the sale and importation of alcoholic beverages.

AS 04.11.496.

3. Prohibition of the sale of alcoholic beverages except by selected licenses. AS 04.11.500.

Alcohol abuse constitutes a very serious problem in Alaska. The state Title 4 alcohol local option law, AS 04.11.490-04.11.506, has allowed individual communities to deal with the problem on a local level and thus choose a legal remedy which fits the local problem. The results have been largely successful both as a means of controlling alcohol abuse and as an experiment in pure democracy. As of this writing, forty-one communities have held alcohol local option elections and ten more are currently waiting to hold them. Moreover, over twenty other communities have expressed interest in holding alcohol local option elections to the Alaska Legal Services Corporation Alcohol Project. Of the forty-one communities which have already voted, thirty-seven have voted to prohibit the sale and importation of alcoholic beverages.

II. THE PROBLEM

Simply put, the problem is that communities within organized boroughs cannot utilize the state Title 4 alcohol local option law unless separately incorporated because the power of legislation in those communities rests

with virtual exclusivity in the borough government. AS 04.11.080(b) (3) defines "established village" as "an unincorporated area." Since a borough is incorporated, a village lying within a borough cannot be an unincorporated area.

Boroughs exercise certain powers, such as operating a school system and planning, platting, and zoning on an areawide basis, both inside and outside cities within the borough boundaries. AS 29.33.010-29.33.290. Pursuant to AS 29.38.020, second-class boroughs exercise certain municipal powers in areas of the borough outside the cities. These include such things as regulating fireworks, providing water pollution control, constructing local roads, etc. Boroughs can also acquire other powers outside cities by an election of the voters outside cities.

AS 29.48.035 gives municipalities certain regulatory powers. AS 29.48.035(10) provides that a municipality may regulate "alcoholic beverages as provided by 4.15.070." AS 4.15.070 is now repealed but there is a cross-reference to 4.21.010 "for present provisions concerning municipal regulation." AS 4.21.010(a) allows a municipality to adopt ordinances governing barter, sale, consumption of alcoholic beverages as necessary for orderly selling of alcohol within the municipality. AS 4.21.010(b) allows a municipality to adopt an ordinance making sale or importation a misdemeanor after a valid election on the option to prohibit the sale and importation of alcoholic beverages has been held.

The above provisions of Title 29, along with the definition of established village in Title 4, suggest that power to regulate alcohol in a borough in the area outside the borough's cities is given to the borough.

Nonetheless, at least one village, Karluk, in the Kodiak Island Borough, has evinced a desire to hold a local option election and cannot under present law.

An organized borough generally contains more than one community and often contains several. At the time of this writing, no organized borough has yet held an alcohol local option election. The difficulties involved in a multi-community election of this sort are evident. Should a borough hold an alcohol local option election, a strong vote for prohibition in the outlying villages and municipalities could impose that measure upon communities with no desire or need to embrace so draconian a resolution. Conversely, a strong vote to maintain the privilege of buying and consuming alcohol in the larger communities could prevent other communities within the borough from taking effective action to deal with a chronic local problem.

A preferable arrangement would allow the voters of each community in an organized borough to decide for that community and that community alone how the state Title 4 alcohol local option law can best be used. Voters in a community will probably be better informed as to local conditions than they will be to borough-wide conditions. A better informed electorate will naturally make more intelligent decisions at the polls. More importantly, their decision will only affect local conditions and not conditions in other communities within the borough of which they are much less likely to be adequately informed.

III. THE SOLUTION

The proposed legislation will allow villages within organized boroughs to hold an alcohol local option election subject to the same conditions

imposed upon villages outside organized boroughs. The proposed legislation accomplishes this essentially by enlarging the definition of "established village" to include those villages lying within organized boroughs.

The proposed legislation is designed to enlarge the powers of villages within organized boroughs only as regards to their ability to hold local option elections. Section 2 of the proposed legislation expressly limits itself to those purposes. Alaska already has a well established and complex municipal code by which the respective powers of various types of communities are delegated. The proposed legislation will have only a strictly limited effect on the municipal code. It is designed and intended only to allow communities not separately incorporated which lie within organized boroughs to hold alcohol local option elections pursuant to AS 04.11.490-04.11.506. No other impact upon the respective powers of the state, organized boroughs, organized communities, or unorganized communities is foreseen or intended.

LAW OFFICES OF
ALASKA LEGAL SERVICES CORPORATION
615 "H" STREET, SUITE 100
ANCHORAGE, ALASKA 99501
TELEPHONE (907) 272-8431

MEMORANDUM

TO: Persons Interested in the Current Status of Rural Communities With Respect to the State Title 4 Alcohol Local Option Law

FROM: Alaska Legal Services Corporation Alcohol Project

RE: Statewide Village Status Report

DATE: January 14, 1983

The ALSC Alcohol Project was funded by the State Office on Alcoholism and Drug Abuse ("SOADA") to provide statewide on-site community legal education and technical legal assistance on the state Title 4 alcohol local option law. During its existence, the ALSC Alcohol Project worked closely with rural communities throughout Alaska. The ALSC Alcohol Project has terminated.

Approximately 130 rural communities were visited and 50 other rural communities were assisted in some fashion. "Assistance" means a community either requested a petition form, cover letter, and memorandum explaining the law, or a legal opinion of their local village ordinance concerning alcohol control. This Statewide Village Status Report from the ALSC Alcohol Project is a final attempt to provide an adequate profile of individual rural community activity with respect to the state Title 4 alcohol local option law.

Presently, 74 alcohol local option elections have been held. Some communities have now held two elections, with differing results. The present tally is: 1 community has voted for a community liquor license, 51 communities have voted to forbid the sale and importation of alcoholic beverages, 10 communities have defeated the sale and importation option, 2 communities approved and 1 defeated the no sale option, and 1 community defeated the private liquor license option. Several more elections are presently scheduled and many other petitions are being circulated.

If you have any additional information or questions on specific communities, please contact Vivian Kortie at the Alcoholic Beverage Control Board, 201 East 9th Avenue, Anchorage, Alaska, 99501, or call (907) 277-8638.

STATEWIDE VILLAGE STATUS REPORT

January 14, 1983

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results ₂ (yes/no ₂)	Effective Dates	Notes
<u>ALEUTIAN/PRIBOLOF REGION</u>					
Atka (EV)	11/10/82	--	--	--	Petitions sent 10/10/82.
St. Paul (M)	5/10/82*	Ban Sale & Import (V)	47/141	--	ALOL ³ did not pass.
<u>ANCHORAGE/AHTNA REGION</u>					
Chitina (V)	3/03/82*	Ban Sale & Import (C)	--	--	Petition invalid 10/14/82;
Copper Center (V)	3/27/82*	--	--	--	new petitions sent 12/23/82
Mentasta (V)	10/05/82*	--	--	--	
<u>BRISTOL BAY REGION</u>					
Aleknagik (M)	4/08/82*	Ban Sale & Import (V)	26/23	--	Many questioned ballots; no
Ekwok (M)	11/29/82	Ban Sale & Import (V)	20/03	7/1/82	majority vote.
Iliamna (V)	11/24/81*	Ban Sale (V)	35/24	--	Liquor license(s) revoked.
Egegik (V)	11/10/82	Ban Sale & Import (C)	--	--	Election scheduled by DOE.
Manokotak (M)	11/23/81*	Ban Sale & Import (C)	--	--	Petitions sent 1/13/83.
Newhalen (M)	11/02/82*	Ban Sale & Import (V)	6/22	--	ALOL ³ did not pass.
Portage Creek (V)	12/01/82*	Ban Sale (C)	--	--	Petitions sent 11/30/82.
Togiak (M)	11/24/81*	Ban Sale & Import (V)	93/23	6/1/82	
Twin Hills (V)	12/22/81*	Ban Sale & Import (C)	--	--	Election being considered.
Nondalton (M)	12/17/81*	--	--	--	
<u>FAIRBANKS/DOYON REGION</u>					
Arctic Village (V)	7/23/81	Ban Sale & Import (C)	--	--	
Chalkyitsik (V)	7/15/82*	Ban Sale & Import (V)	21/02	8/1/82	

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results ² (yes/no ²)	Effective Dates	Notes
Dot Lake (V)	10/01/82*	Ban Sale (C)	--	--	
Eagle (V)	9/30/82*	--	--	--	
Fort Yukon (M)	12/01/81	Ban Sale & Import (C)	--	--	
Huslia (M)	3/02/82*	Ban Sale & Import (V)	40/53	12/1/82	Second election; changed vote
Kaltag (M)	11/11/82*	Ban Sale & Import (V)	50/27	1/3/83	Second election; same vote.
Mentasta (V)	10/05/82*	--	--	--	
Minto (V)	6/23/81*	--	--	--	
Northway (V)	9/29/82*	Ban Sale & Import (C)	--	--	
Nulato (M)	1/07/82	--	--	--	Petitions sent 1/7/82.
Ruby (M)	8/02/82	--	--	--	Petitions sent 8/2/82.
Stevens Village (V)	4/28/82*	Ban Sale & Import (C)	--	--	Petitions sent 4/28/82.
Tanacross (V)	9/28/82*	--	--	--	
Tanana (M)	9/23/82*	Community Liquor Store (V)	'90/15	--	Applying for a liquor license
Tetlin (V)	10/04/82*	Ban Sale & Import (V)	54/7	1/1/83	
<u>JUNEAU/SEALASKA REGION</u>					
Angoon (M)	4/06/82*	Ban Sale & Import (V)	72/94	--	ALOL ³ did not pass.
Hydaburg (M)	2/24/82*	Selected Liquor Lic. (V)	43/63	--	ALOL ³ did not pass.
Klawock (M)	10/20/82*	Community Liquor Store (C)	--	--	
Metlakatla (Reservation)	2/14/81*	--	--	--	ALOL ³ not applicable.
Thorne Bay (M)	12/01/82	Ban Sale (V)	--	--	Election improprieties; selected liquor license ap- plied for in January, 1983.
<u>KODIAK REGION</u>					
Larsen Bay (M)	7/19/82*	Ban Sale & Import (V)	17/38	--	ALOL ³ did not pass.
Old Harbor (M)	6/19/81*	--	--	--	Emergency ordinance to ban sale and import, 7/20/82.

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results ₂ (yes/no ²)	Effective Dates	Notes
<u>KOTZEBUE/NANA REGION</u>					
Ambler (M)	11/23/81*	Ban Sale & Import (V)	29/21	1/1/82	May schedule new election.
Buckland (M)	10/02/81*	Ban Sale & Import (V)	52/06	6/1/82	No special election ordin.
Deering (M)	11/24/81*	Ban Sale & Import (V)	32/24	6/1/82	
Kiana (M)	2/03/82*	Ban Sale & Import (V)	80/60	12/1/82	Second election -- same results.
Kivalina (M)	9/29/81*	Ban Sale & Import (V)	65/27	5/1/82	
Kobuk (M)	11/18/82*	--	--	--	Petitions sent 11/12/82.
Noatak (V)	6/10/82*	Ban Sale & Import (V)	69/53	1/1/83	
Noorvik (M)	5/29/81*	Ban Sale & Import (V)	95/46	5/1/82	
Selawik (M)	11/23/81*	Ban Sale & Import (V)	67/66	1/1/82	
Shungnak (M)	11/24/81*	Ban Sale & Import (V)	59/23	4/1/82	
<u>NOME/BERING STRAITS REGION</u>					
Diomede (M)	9/07/81*	Ban Sale & Import (V)	27/12	10/1/81	
Elim (M)	6/18/81*	Ban Sale & Import (V)	47/17	9/1/81	
Gambell (M)	7/22/81*	Ban Sale & Import (V)	79/10	9/1/81	
Golovin (M)	9/16/81*	Ban Sale & Import (V)	26/19	7/1/81	
Koyuk (M)	7/13/81*	Ban Sale & Import (V)	57/08	9/1/81	
St. Michael (M)	10/14/82*	Ban Sale & Import (V)	--	--	1/83 special election ordinance enacted, new sale and importation petition being circulated; election contemplated.
Savoonga (M)	8/20/81*	Ban Sale & Import (V)	103/81	11/1/81	
Shaktoolik (M)	9/14/81*	Ban Sale & Import (V)	30/23	11/1/81	
Shishmaref (M)	10/12/82*	Ban Sale & Import (V)	82/47	2/1/83	
Stebbins (M)	6/26/81*	Ban Sale & Import (V)	49/07	8/1/81	
Teller (M)	10/11/82*	--	--	--	
Unalakleet (M)	9/10/81*	--	--	--	

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results ² (yes/no ²)	Effective Dates	Notes
Wales (M)	7/05/81*	Ban Sale & Import (V)	29/21	9/1/81	
White Mountain (M)	7/16/81*	Ban Sale & Import (V)	29/16	4/1/82	Not officially recorded.
<u>NORTH SLOPE REGION</u>					
Anaktuvuk Pass (M)	11/11/81*	Ban Sale & Import (V)	78/11	1/1/83	
Point Hope (M)	9/15/81*	Ban Sale & Import (V)	62/39	8/1/82	
Point Lay (V)	2/09/82*	--	--	--	Within incorporated borough; ALOL ³ not applicable.
Wainwright (M)	6/11/81	Ban Sale & Import (V)	61/42	8/1/82	
<u>YUKON/KUSKOKWIM REGION</u>					
Akiachak (M)	2/02/82*	--	--	--	
Akiak (M)	2/02/82	Ban Sale & Import (V)	--	--	Election improprieties.
Akolmiut (M)	--	Ban Sale & Import (V)	106/35	10/1/81	Not assisted by ALSC.
Alakanuk (M)	3/25/82	Ban Sale & Import (V)	92/24	8/1/81	
Aniak (M)	7/22/82*	Ban Sale & Import (V)	42/129	--	ALOL ³ did not pass.
Atmautluak (M)	9/01/81*	Ban Sale & Import (V)	60/12	6/1/82	
Brevig Mission	8/26/82	--	--	--	Petitions sent 12/82.
Chefornak (M)	9/08/82*	Ban Sale & Import (V)	48/29	11/1/82	Second election.
Chevak (M)	--	Ban Sale & Import (V)	--	--	Election improprieties.
Chuathbaluk (M)	10/08/81*	Ban Sale & Import (C)	--	--	
Crooked Creek (V)	12/09/81*	--	--	--	
Eek (M)	10/19/81*	Ban Sale & Import (V)	90/15	12/1/82	
Emmonak (M)	9/03/81	Ban Sale & Import (V)	54/12	11/1/81	
Goodnews Bay (M)	4/21/82	--	--	--	
Grayling (M)	12/02/81	Ban Sale & Import (V)	34/34	--	ALOL ³ did not pass; needs majority.

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results ₂ (yes/no ₂)	Effective Dates	Notes
Holy Cross (M)	7/10/81*	Ban Sale & Import (V)	50/60	--	Election results never cert.
Hooper Bay (M)	10/28/82*	Ban Sale & Import (C)	--	--	Election planned for mid-February.
Kipnuk (V)	9/25/81*	Ban Sale & Import (V)	82/07	11/1/82	
Kongiganak (V)	9/17/81*	Ban Sale & Import (V)	50/09	8/1/82	
Kotlik (M)	3/09/81*	Ban Sale & Import (V)	63/15	10/1/81	
Kwethluk (M)	10/12/81*	Ban Sale & Import (V)	82/30	3/1/82	
Lime Village (V)	1/21/82*	--	--	--	
Lower Kalskag (M)	1/15/82*	Ban Sale & Import (C)	--	--	Petition died.
Marshall (M)	--	Ban Sale & Import (V)	42/16	8/1/81	Not assisted by ALSC.
Mekoryuk (M)	5/21/81*	Ban Sale & Import (V)	48/10	10/1/81	
Mountain Village (M)	5/21/81*	--	--	--	
Napakiak (M)	10/02/81*	Ban Sale & Import (V)	54/14	4/1/82	
Napaskiak (M)	9/08/82*	Ban Sale & Import (V)	55/04	12/1/82	
Newtok (M)	11/26/82	--	--	--	Petition received 11/26/82.
Nightmute (M)	9/08/82*	Ban Sale (V)	39/03	1/1/83	Second election expected.
Nunapitchuk (EV)	7/10/81*	--	--	--	Using emergency ordinance.
Pilot Station (M)	7/10/81*	--	--	--	Using emergency ordinance.
Platinum (M)	--	Ban Sale & Import (V)	11/08	2/1/82	CRA ³ assisted with election
Quinhagak (M)	9/14/81*	Ban Sale & Import (V)	79/26	11/1/81	
Red Devil (V)	1/21/82	Ban Sale (V)	12/22	--	ALOL ³ did not pass.
St. Mary's (M)	9/01/81*	Ban Sale & Import (V)	63/48	10/1/81	
Scammon Bay (M)	11/09/81*	Ban Sale & Import (V)	57/10	1/1/82	
Shageluk (M)	6/22/82*	Ban Sale & Import (V)	--	--	ALOL ³ did not pass.

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results ² (yes/no ²)	Effective Dates	Notes
Sheldon Point (M)	9/03/81*	--	--	--	
Sleetmute (V)	8/10/82*	Ban Sale & Import (V)	23/20	8/1/82	
Stony River (V)	8/12/82*	--	--	--	
Toksook Bay (M)	10/03/81*	Ban Sale & Import (V)	78/32	12/1/81	
Tuluksak (M)	9/09/82*	Ban Sale & Import (V)	61/16	11/1/82	
Tununak (M)	5/21/81*	Ban Sale & Import (V)	90/11	9/1/81	
Tuntutuliak (V)	12/01/81*	Ban Sale & Import (V)	47/20	9/1/82	
Upper Kalskag (M)	1/15/82*	--	--	--	

NOTE¹: The four option choices for municipalities (first and second-class and home rule cities) are:

1. Selected liquor license;
2. Community liquor license;
3. Banning the sale of alcoholic beverages;
4. Banning the sale and importation of alcoholic beverages.

Established villages may choose option 1, 3, or 4.

NOTE²: For those villages which have chosen the option to ban sale and importation, a "yes" vote means that a voter wishes to stop the sale and importation of alcoholic beverages. A "no" vote means that a voter does not wish to stop the sale and importation of alcoholic beverages under the state alcohol local option law.

NOTE³: ALOL -- Alcohol Local Option Law.
 ALOE -- Alcohol Local Option Election.
 CRA -- Community and Regional Affairs; Division of Local Government Assistance.

NOTE⁴: As of May 18, 1982, the United States Department of Justice approved the Alaska State Title 4 alcohol local option law submission under Section 5 of the Voting Rights Act. The state of Alaska is a "Voting

Rights Act State," which means that when there is any "change in the standard practice or procedure" in voting, the state or other appropriate agency is required to obtain approval from the United States Department of Justice.

This approval means that the alcohol local option law elections already held by municipalities in the state of Alaska are valid. This approval also means that the established villages can hold alcohol local option law elections with the assistance of the Division of Elections.

This approval means that no objection under the Voting Rights Act can be raised with respect to the alcohol local option law elections held unless someone has actually been denied his or her right to vote, thus prejudicing the election.

NOTE⁵: After receiving encouragement from many rural Alaskan priests, religious organizations and residents, the Alaska House of Representatives and Senate passed a law, Senate Bill 765, dealing with the sacramental wine exception to the state Title 4 alcohol local option law.

The new law changed A.S. 04.11.496 (b), which is the law allowing communities to vote to prohibit the sale and importation of alcoholic beverages. The amendment of A.S. 04.11.496 (b) stated that if a majority of the people in a community vote to prohibit the sale and importation of alcoholic beverages, a person "may not knowingly send, transport, or bring an alcoholic beverage into the municipality or established village, unless the alcoholic beverage is sacramental wine to be used for bona fide religious purposes based on tenets or teachings of a church, is limited in quantity to the amount necessary for religious purposes, and is dispensed only for religious purposes by a person authorized by the church or religious body to dispense sacramental wine."

This language means that the only alcoholic beverages which can come legally into a community which has voted to stop sale and importation of alcoholic beverages is wine to be used only in a religious service. The wine is to be an amount to be used only in religious service. Only a priest or someone authorized by the priest can receive the wine and give it to people in a religious ceremony.

PROJECTED COSTS FOR EGEGIK LOCAL OPTION ELECTION 3/ 8/83

Canvass Board Payments.....	\$500.00
Rent of Polling Place.....	30.00
Roundtrip, Fairbanks to King Salmon.....	320.00
2 Charters to Egegik.....	320.00
Per Diem.....,	231.00
Ballot Printing.....	100.00
Tally Books and Posting Notice.....	50.00
Advertising.....	<u>150.00</u>
SUB-TOTAL	1701.25

NOTE; May not have to charter to Egegik

(2) the use of the premises for storage is authorized by local zoning ordinances; and

(3) the premises are accessible for inspection as provided in AS 04.11.630. (§ 4 ch 131 SLA 1980)

Sec. 04.21.070. Enforcement. Peace officers shall investigate and report to the board violations of this title. (§ 4 ch 131 SLA 1980)

Sec. 04.21.080. Definitions. (a) In this title

(1) a person acts with "criminal negligence" with respect to a result or to a circumstance described by a provision of law defining an offense when he fails to perceive a substantial and unjustifiable risk that the result will occur or that the circumstance exists; the risk must be of such a nature and degree that the failure to perceive it constitutes a gross deviation from the standard of care that a reasonable person would observe in the situation;

(2) a person acts "knowingly" with respect to conduct or to a circumstance described by a provision of law defining an offense when he is aware that his conduct is of that nature or that the circumstance exists; when knowledge of the existence of a particular fact is an element of an offense, that knowledge is established if a person is aware of a substantial probability of its existence, unless he actually believes it does not exist; a person who is unaware of conduct or a circumstance of which he would have been aware had he not been intoxicated acts knowingly with respect to that conduct or circumstance;

(3) a person acts "recklessly" with respect to a result or to a circumstance described by a provision of law defining an offense when he is aware of and consciously disregards a substantial and unjustifiable risk that the result will occur or that the circumstance exists; the risk must be of such a nature and degree that disregard of it constitutes a gross deviation from the standard of conduct that a reasonable person would observe in the situation; a person who is unaware of a risk of which he would have been aware had he not been intoxicated acts recklessly with respect to that risk.

(b) In this title

(1) "alcoholic beverage" includes, but is not limited to, whiskey, brandy, rum, gin, wine, ale, porter, beer, and all other spirituous, vinous, malt and other fermented or distilled liquors intended for human consumption and containing more than one percent alcohol by volume;

(2) "board" means the Alcoholic Beverage Control Board;

(3) "bottling" means to put into a bottle, can, or other container;

(4) "designated premises" means any or all designated portions of a building or structure, rooms or enclosures in the building or structure, or real estate leased, used, controlled, or operated by a licensee for the purpose for which the permit is issued by the board at the location of

(5) "director" means the director of the Alcoholic Beverage Control Board;

(6) "distributing point" means a location where alcoholic beverages are distributed from a warehouse;

(7) "drunken person" means a person whose physical or mental conduct is substantially impaired as a result of the introduction of an alcoholic beverage into his body and who exhibits those plain and easily observed or discovered outward manifestations of behavior commonly known to be produced by the overconsumption of alcoholic beverages;

(8) "established village" means an unincorporated area that

(A) is within the circumference of a circle described by drawing a five-mile radius around a post office station;

(B) has 25 or more permanent residents;

(9) "licensed premises" means any or all designated portions of a building or structure, rooms or enclosures in the building or structure, or real estate leased, used, controlled, or operated by a licensee in the conduct of business for which he is licensed by the board at the specific address for which the license is issued;

(10) "local governing body" means, as appropriate, a city council, a borough assembly, or a traditional village council, but does not include a corporation established under the Alaska Native Claims Settlement Act;

(11) "municipality" means an incorporated city, an organized borough, or a unified municipality established under AS 29.68. (§ 4 ch 131 SLA 1980)

Am. Jur. 2d and C.J.S. references. —
45 Am. Jur. 2d Intoxicating Liquors
§§ 4-21.

48 C.J.S. Intoxicating Liquors §§ 1-19.

H B

158

COMMITTEE REPORT

HOUSE

FURTHER: JUDICIARY
~~FINANCE~~

2/4/83

Date: MAY 25 1983

Mr. Speaker:

The Committee on C or RA has had HB 158

An Act relating to the limitation of liquor licenses.

under consideration and reports it back as follows:

- do pass do not pass
- do pass with attached amendments(s)
- replace with CS for _____ same title
- and recommends _____ new title
- AND attaches a "Letter of Intent" New Fiscal Note
- reports it back without recommendation Zero Fiscal Note Attached
- referred to the _____ Committee

**MEMBERS SIGNING
DO PASS**

Paul H. ...

**MEMBERS HAVING
OTHER RECOMMENDATIONS:**

...

...

CHAIRMAN

Bar -

Re: limitation of Liquor license.

Do you want to reschedule this in 2 or 3 weeks?

Net effect of attached substitute is:

1. Changes requirement for new or transfer of beverage dispensary (Bar) license or package store to one per 3000 people vs. 1500 people.

2. The new "3000" rule will apply to tourist trade (hotel, motel, resort, similar business, and to restaurants more than 18 miles from a ~~municipality~~ city or unified municipality).

The present 1500' rule does not apply to the above tourist related businesses.

Bob -

new 55 on HB 158
& sectional analysis
attached.

Question:

Do you want to make
this CS?

Please let me know.

Gurb

STATE OF ALASKA 1984 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date: 12/29/83

REQUEST

Bill/Resolution No.: HB 158 CS(C&RA)
Title: Limit No. of Liquor Licenses
Rec ID 259

Sponsor: C&RA Committee
Requestor: Jay Hogan
Date of Request: 12/16/83

FISCAL DETAIL

Agency Affected: Community & Regional Affairs
Program Category Affected: Development

BRU, Program or Subprogram(s) Affected:

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
OPERATING						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 SUPPLIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS						
800 MISCELLANEOUS						
TOTAL OPERATING	No fiscal impact		DCRA			
CAPITAL	No fiscal impact		DCRA			
REVENUE	No fiscal impact		DCRA			

FUNDING: (Thousands of Dollars)

	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS:

	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
FULL-TIME						
PART-TIME						
TEMPORARY						

SOURCE OF FUNDS TO OFFSET FISCAL IMPACT OF BILL:

ANALYSIS: Attach a separate page for analysis

Prepared By: Mar Winegar
Division: Municipal and Regional Assistance

Phone: 465-4750
Date: 12/29/83

Approved by Commissioner: [Signature]
Agency: Community and Regional Affairs

Date: 12/29/83

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

STATE OF ALASKA 1984 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date: 12/29/83

Bill/Resolution No.: HB 158 CS(C&RA)
Title: Limit No. of Liquor Licenses
Rec ID 259

ANALYSIS:

Assumptions:

No fiscal impact on Community and Regional Affairs.

Positions:

Other Expenditures:

Funding:

Section Cost Analysis:

Computations:

Economic Impact:

Impact on Local Government:

Attachments

Alaska State Legislature



Barbara Lacher, Chairman
Mae Tischer, Vice-Chairman
Randy Phillips
Milo Fritz
Don Clocksin
Jack McBride
Mike Szymanski

Room 104
State Capitol
Juneau, Alaska 99811

Pouch V
Juneau, Alaska 99811

House of Representatives Committee on Community & Regional Affairs

MEMORANDUM

To: Committee on Community and Regional Affairs

From: Staff

Date: May 20, 1983

Re: HB 158 "Relating to the limitations of liquor licenses"

The last Committee hearing on HB 158 was a teleconference on March 23. Since that date the sponser of the bill has proposed substitute legislation.

Attached is a copy of the minutes of the March 23 committee meeting, an analysis of the proposed substitute, and the proposed substitute.

*1. Is this proposal
or for real?
2. If only proposal
then we will draft
CS & move it out.*

HOUSE COMMUNITY & REGIONAL AFFAIRS
STANDING COMMITTEE
March 23, 1983
3:15 p.m.

Members Present: Rep. Lacher, Chairwoman
Rep. Tischer, Vice-Chairwoman
Rep. Fritz
Rep. Phillips
Rep. Clocksin
Rep. Szymanski

Members Absent: Rep. McBride

COMMITTEE CALENDAR

HB 158 "An Act relating to the limitation of liquor
licenses."

WITNESS REGISTER

Wally Kubley
Odom Alaska Distributors
Baranof Hotel
Juneau, Alaska 99801
(No phone number given)
Position Statement: Testified on HB 158.

John Paden
Alaskans for Alcohol Moderation
8749 Trinity Drive
Juneau, Alaska 99801
789-9339
Position Statement: Testified in favor of HB 158.

Representative Mike M. Miller
Alaska State Legislature
Capitol Building, Room 24
Pouch V
Juneau, Alaska 99811
465-4841
Position Statement: Prime Sponsor of HB 158.

Howard Scaman
Coalition for Safer Alaska
(No address given)
Anchorage, Alaska
(No phone number given)
Position Statement: Testified in favor of HB 158.

Ron Widowsky
Council on Alcohol Abuse
(No address given)
Sitka, Alaska 99835
(No phone number given)
Position Statement: Testified in support of HB 158.

Dave Coco, Representing Self
Mental Health & Alcohol
(No address given)
Cordova, Alaska
(No phone number given)
Position Statement: Testified in favor of HB 158.

Claude Swaim
(No address given)
Fairbanks, Alaska 99707
(No phone number given)
Position Statement: Testified in support of HB 158.

Bob Konet
(No address given)
Ketchikan, Alaska 99901
(No phone number given)
Position Statement: Testified in support of HB 158.

Connie Hollenbeck
Alcohol Program
(No address given)
Nome, Alaska 99762
(No phone number given)
Position Statement: Testified in support of HB 158.

Leo Land
(No address given)
Haines, Alaska 99827
(No phone number given)
Position Statement: Asked a question regarding the transfer of
liquor licenses.

Michael Myer
Coalition for Safer Alaska
(No address given)
Sitka, Alaska 99835
(No phone number given)
Position Statement: Testified in support of HB 158.

Mr. Nelson
Coalition for Safer Alaska
(No address given)
Anchorage, Alaska
(No phone number given)
Position Statement: Testified on HB 158.

PREVIOUS ACTION

HB 158

See previous House Community & Regional Affairs Committee Meeting minutes from: March 10, 1983.

Statutory Reference: AS 04.11.320(a)

ACTION NARRATIVE

TAPE#39 (Side A)
Recording
Number 0000

The meeting was called to order by Chairwoman Lacher at 3:15 p.m. Members present were : Representatives Lacher, Tischer, Fritz, Phillips, Clocksin and Szymanski. Rep. McBride was absent.

Number 0012

Legislative Teleconference introduction.

Number 0034

Wally Kubley of the Odom Alaska Distributors testified on HB 158.

Number 0205

John Paden, Alaskans for Alcohol Moderation, testifies in favor of HB 158. States that it would be helpful in lowering crime rates and traffic fatalities.

Number 0250

There is discussion on prohibition - where to draw the line.

Number 0316

Rep. Szymanski would like a copy of the statistics.

Number 0324

Rep. Mike M. Miller, Prime Sponsor of HB 158, came before the committee to testify. He feels the number of licenses has a direct relationship to the amount of alcohol consumed.

Number 0370

Rep. M.M. Miller commented on freezing licenses until population gets higher, etc.; not talking about community or village licenses.

Number 0406

He states that if this bill is passed, and all relating bills, we will make an effect on alcohol abuse.

Number 0415

Rep. Clocksin asks Rep. M.M. Miller about population exceptions: would you allow

these exceptions: hotels; restaurants;
tourist operations.

Number 0442 Rep. M.M. Miller spoke on exceptions.

Number 0498 Discussion between Rep. M.M. Miller and Rep. Clocksin on beer and wine exceptions.

Number 0524 Chairwoman Lacher comments on the need to keep this new information in mind for a CS.

Number 0595 Howard Scaman, Coalition for Safer Alaska in Anchorage, testifies in favor of HB 158. He does not see a restaurant opening and serving beer and wine as a real contributing factor - moderation measures. He states factors: drinking age, bar hours, licenses, and has no objection to a CS.

Number 0645 Ron Widowsky, Council on Alcohol Abuse in Sitka, testifies in support of HB 158.

Number 0690 Questions and discussion between Rep. Szymanski and Ron Widowsky on accessibility.

Number 0726 Rep. Szymanski would like a list of 15 elements involved in research by Howard Scaman.

Number 0750 Dave Coco, Mental Health and Alcohol in Cordova, representing himself, testifies in favor of HB 158. Relates stories to population.

Number 0775 Claude Swaim in Fairbanks testifies in favor of HB 158. Comments on the statistics on population and licenses.

TAPE#39 (Side 2)
Recording
Number 0000 Bob Konet in Ketchikan testifies in favor of HB 158. Reduce outlets/population.

Number 0051 Connie Hollenbeck, Alcohol Program funded by CERTA in Nome, testifies in favor of HB 158.

Number 0098 Leo Land in Haines asks if this bill would preclude the transfer of liquor licenses.

Number 0144 Michael Myer, Sitka, testifies in favor of HB 158.

Number 0168

Rep. Clocksin replies to Leo Land's question that this bill only relates to new licenses being issued; it does not effect the sections relating to transfers.

Number 0190

Mr. Nelson, Coalition of Safer Alaskans in Anchorage, comments that we are not prohibitioning; states statistics; and comments on reducing runaway consumption and alcohol abuse.

Number 0225

Wally Kubley, Juneau, comments on the ratio of licenses to the number of people 21 years or older, and states this is a question that has not been addressed.

Number 0224

The meeting adjourned.

STATE OF ALASKA
THE LEGISLATURE

POUCH Y - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3800

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

April 13, 1983

SUBJECT: Liquor licenses
 (HB 158)

TO: Representative M. Mike Miller

FROM: *RJ* Russ Josephson
 Legislative Counsel

Enclosed is a revised draft of SSHB 158. As requested, rather than repealing all of AS 04.11.400(g), only (g)(1) is repealed. The following is the sectional analysis that you requested with the above change.

Section 7 is the key to this bill. This section adds a subsection (k) to AS 04.11.400. The new subsection requires a ratio of 3,000 people in a given area for each new or transferred beverage dispensary (bar) or package store (liquor store) license.

Sections 1, 3, and 8 amend existing law by inserting a reference to the new language provided in Sec. 7, in three places where the limiters on the issuance of new licenses or the transfer of existing licenses are already mentioned. Inasmuch as Sec. 7 has added a new provision limiting licensing, these amendments simply reflect the existence of the new provision.

Sections 2, 4, and 5 are simple amendments to sections of existing law that refer to AS 04.11.400(j). To indicate that this section has been repealed, the amendments insert the word "former" before the statutory reference.

Section 6 contains a technical amendment reflecting the repeal of AS 04.11.400(g)(1) and (j).

Section 9 repeals AS 04.11.400(g)(1) and (j).

In summary, this bill limits bar and liquor store licenses by using the ratio of one license for each 3,000 persons

Representative M. Mike Miller
Page 2
April 13, 1983

instead of the ratio of one license for each 1,500 persons required under AS 04.11.400 now. In addition, the bill eliminates two exceptions to the license/population ratio. The tourist trade exception for hotels, motels, resorts, and similar businesses, and the public convenience exception have been repealed.

If I may be of further assistance, please advise.

RJ:ljb
14/019

Alaska State Legislature



Barbara Lacher, Chairman
Mae Tischer, Vice-Chairman
Randy Phillips
Milo Fritz
Don Clocksin
Jack McBride
Mike Szymanski

Room 104
State Capitol
Juneau, Alaska 99811

Pouch V
Juneau, Alaska 99811

House of Representatives Committee on Community & Regional Affairs

MEMORANDUM

TO: Committee on Community and Regional Affairs

FROM: Staff

DATE: March 10, 1983

SUBJECT: HB158

The purpose of HB158 is to prevent, under certain conditions, the Alaska Alcohol and Beverage Control Board from approving new licenses pertaining to alcoholic beverages. The governing factor over approval of a new license will be the ratio of persons in Alaska over the age of 21 to the number of existing licenses shall not exceed the ratio of the number of persons over age 21 to the number of licenses in the remainder of the United States. AS.04.11.080 designates nineteen (19) different types of licenses in Alaska.

Preliminary data indicates that the present ratio of licenses to persons 21 years of age or older is approximately 1:200, while the ratio of licenses to persons 21 years of age and older in the rest of the United States is approximately 1:800.

According to U.S. Census Bureau projections, enactment of HB158 will prevent the approval of any new alcoholic beverage license in Alaska until well beyond 1990.

BI./sr

Alaska State Legislature

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House of Representatives Committee on Community & Regional Affairs

March 10, 1983

PUBLIC SERVICE ANNOUNCEMENT

THE HOUSE COMMUNITY AND REGIONAL AFFAIRS COMMITTEE WILL BE HOLDING A TELECONFERENCE ON HOUSE BILL 158, RELATING TO THE LIMITATION OF LIQUOR LICENSES, ON WEDNESDAY, MARCH 23, 1983 FROM 3:15 P.M. - 5:00 P.M. PST (1:15 P.M. - 3:00 P.M. AST).

THIS LEGISLATION SEEKS TO AMEND EXISTING STATUTES REGARDING THE ISSUANCE OF NEW LIQUOR LICENSES SO THAT THE CRITERIA FOR ALASKA MORE CLOSELY FOLLOWS THE RATIO FORMULA AS IT EXISTS IN THE REMAINDER OF THE UNITED STATES. THIS BILL WOULD ESSENTIALLY CHANGE THE PRESENT RATIO OF ONE LICENSE PER 294 PEOPLE TO ONE LICENSE PER 800 PERSONS.

IF YOU ARE INTERESTED IN TESTIFYING, CONTACT YOUR LOCAL LEGISLATIVE INFORMATION OFFICE. FOR FURTHER INFORMATION ON THIS LEGISLATION, PLEASE CALL THE HOUSE COMMUNITY AND REGIONAL AFFAIRS COMMITTEE OFFICE IN JUNEAU AT 465-3870 OR 465-3875.

HB 158

Table 47. Number of Retail Outlets or Licenses Issued for the Sale of Distilled Spirits, Number of Outlets/Licenses per 1,000 Population, and Number of Persons per Outlet/License, 1981

State	Number of Outlets/Licenses				Total Population July 1, 1981 (000)	Number of Outlets/Licenses per 1,000 Population				Number of Persons per Outlet/License			
	On Premise	Off Premise	On and Off Premise	Total Licenses		On Premise	Off Premise	On and Off Premise	Total Licenses	On Premise	Off Premise	On and Off Premise	Total Licenses
LICENSE STATES													
Alaska	—	—	—	—	—	—	—	—	—	—	—	—	
Arizona	2,598	1,262	—	3,860	2,794	0.93	0.45	—	1.38	1,075	2,214	—	724
Arkansas	516	682	—	1,198	2,296	0.22	0.30	—	0.52	4,450	3,367	—	1,917
California	14,053	11,248	—	25,301	24,196	0.58	0.46	—	1.05	1,722	2,151	—	956
Colorado	3,436	1,294	—	4,730	2,965	1.16	0.44	—	1.60	863	2,291	—	627
Connecticut	3,378	1,922	—	5,300	3,134	1.08	0.61	—	1.05	928	1,631	—	950
Delaware	435	293	180	908	598	0.73	0.49	0.30	1.52	1,375	2,041	3,322	659
Dist. of Columbia	869	357	—	1,226	631	1.38	0.57	—	1.94	726	1,768	—	515
Florida	1,208	544	5,830	7,582	10,183	0.13	0.05	0.57	0.74	7,955	18,719	1,747	1,343
Georgia*	1,674	1,420	—	3,094	5,574	0.30	0.25	—	0.56	3,330	3,925	—	1,802
Hawaii	1,051	754	—	1,805	981	1.07	0.77	—	1.84	933	1,301	—	543
Illinois	—	—	29,020	29,020	11,462	—	—	2.53	2.53	—	—	395	395
Indiana	1,150	1,677	3,399	6,226	5,468	0.21	0.31	0.62	1.14	4,755	3,261	1,609	878
Kansas	1,135	1,140	—	2,275	2,383	0.48	0.48	—	0.95	2,100	2,090	—	1,047
Kentucky	1,127	872	89	2,088	3,662	0.31	0.24	0.02	0.57	3,249	4,200	41,146	1,754
Louisiana	6,783	2,746	—	9,529	4,308	1.57	0.64	—	2.21	635	1,569	—	452
Maryland	559	964	3,229	4,752	4,263	0.13	0.23	0.76	1.11	7,626	4,422	1,320	897
Massachusetts	6,531	1,508	—	8,069	5,773	1.14	0.26	—	1.40	880	3,828	—	715
Minnesota	2,331	701	1,103	4,135	4,094	0.57	0.17	0.27	1.01	1,756	5,840	3,712	990
Missouri	—	3,981	4,132	8,113	4,941	—	0.81	0.84	1.64	—	1,241	1,196	609
Nebraska	430	527	1,985	2,942	1,577	0.27	0.33	1.26	1.87	3,667	2,992	794	536
Nevada	793	571	795	2,159	845	7.94	0.68	0.94	2.56	1,066	1,480	1,063	391
New Jersey	1,555	1,973	8,259	11,787	7,404	0.21	0.27	1.12	1.59	4,761	3,753	896	628
New Mexico**	169	67	1,243	1,479	1,328	0.13	0.05	0.94	1.11	7,858	19,821	1,068	898
New York*	23,766	4,395	—	28,161	17,602	1.35	0.25	—	1.60	741	4,005	—	625
North Dakota	115	86	1,020	1,221	658	0.17	0.13	1.55	1.86	5,722	7,651	645	539
Oklahoma	—	809	—	809	3,100	—	0.26	—	0.26	—	3,832	—	3,832
Rhode Island	1,441	309	—	1,750	953	1.51	0.32	—	1.84	661	3,084	—	545
South Carolina	1,468	1,220	—	2,688	3,167	0.46	0.39	—	0.85	2,157	2,596	—	1,178
South Dakota	825	572	—	1,397	686	1.20	0.83	—	2.04	832	1,199	—	491
Tennessee	902	567	—	1,469	4,612	0.20	0.12	—	0.32	5,113	8,134	—	3,140
Texas	7,738	3,663	—	11,401	14,766	0.52	0.25	—	0.77	1,908	4,031	—	1,295
Wisconsin	12,638	1,702	—	14,340	4,742	2.67	0.36	—	3.02	375	2,786	—	331
Subtotal License States	101,470	50,269	60,284	212,023	161,558	0.63	0.31	0.37	1.31	1,592	3,214	2,680	762
CONTROL STATES													
Alabama	2,139	130	—	2,269	3,917	0.55	0.03	—	0.58	1,831	30,131	—	1,726
Idaho	885	131	—	1,016	959	0.92	0.14	—	1.06	1,084	7,321	—	944
Iowa	4,491	213	—	4,704	2,899	1.55	0.07	—	1.62	646	13,610	—	616
Maine	1,116	127	—	1,243	1,133	0.98	0.11	—	1.10	1,015	8,921	—	912
Michigan	9,060	3,790	—	12,850	9,204	0.98	0.41	—	1.40	1,016	2,428	—	716
Mississippi	564	653	—	1,217	2,531	0.22	0.26	—	0.48	4,488	3,876	—	2,080
Montana	—	146	1,504	1,650	793	—	0.18	1.90	2.08	—	5,432	527	481
New Hampshire	989	69	—	1,058	936	1.06	0.07	—	1.13	946	13,565	—	885
North Carolina	1,034	377	—	1,411	5,953	0.17	0.06	—	0.24	5,757	15,790	—	4,219
Ohio	11,788	431	—	12,219	10,781	1.09	0.04	—	1.13	915	25,014	—	882
Oregon	1,475	226	—	1,701	2,651	0.56	0.09	—	0.64	1,797	11,730	—	1,558
Pennsylvania	19,289	729	—	20,018	11,871	1.62	0.06	—	1.69	615	16,284	—	593
Utah	155	108	156	419	1,518	0.10	0.07	0.10	0.28	9,794	14,056	9,731	3,623
Vermont	1,022	63	—	1,085	516	1.98	0.12	—	2.10	505	8,190	—	476
Virginia	1,978	250	—	2,228	5,430	0.36	0.05	—	0.41	2,745	21,720	—	2,437
Washington	2,395	368	—	2,763	4,217	0.57	0.09	—	0.66	1,761	11,459	—	1,526
West Virginia	1,245	167	—	1,412	1,952	0.64	0.09	—	0.72	1,568	11,689	—	1,382
Wyoming	684	107	176	967	492	1.39	0.22	0.36	1.97	719	4,598	2,795	509
Subtotal Control States	60,309	8,015	1,836	70,230	67,753	0.89	0.12	0.03	1.04	1,123	8,380	36,903	965
TOTAL UNITED STATES	161,779	58,354	62,120	282,253	229,307	0.71	0.25	0.27	1.23	1,417	3,930	3,691	812

NOTE: Because of rounding, detail may not add to total.
 *Georgia and New York outlet data are for 1979.
 **New Mexico outlet data are for 1980.

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CHAPTER 13

The Effects of Legal Restraint on Drinking

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INTRODUCTION

The purpose of this review is to assess the evidence bearing on the effects of legal measures believed to have some primary preventive value with respect to the incidence of alcohol problems. Excluded from consideration are laws concerned solely with such special segments of the drinking population as incorrigible alcoholics, public inebriates, and impaired drivers. It is true that these laws are sometimes seen to have a possible deterrent effect on the appearance of new cases (Bruun, 1970). However, with the exception of certain legislation directed against impaired driving, the primary effect if any is more likely to be on recidivism rates. In contrast, our focus is on legislation and derivative measures aimed at the whole population of consumers (or potential consumers) of alcohol, and intended to prevent the occurrence of alcohol problems through regulation of the amount or character of alcohol consumption.

Legislative enactments dealing with one or another aspect of alcohol use are probably as old as written laws. For example, the famous Code of Ham-

murabi, formulated some four thousand years ago, contained four articles on the topic (Haepfer, 1904). But it was not until comparatively recent times that the principal concern in alcohol legislation came to be with the prevalence of alcohol problems. At first, in both the Old World and the New, the usual objectives were to prevent fraudulent practices on the part of sellers, assure availability, and secure revenue for the state (Catlin, 1931; Krout, 1925). Scattered attempts, ostensibly to cope with intemperance, and including the total prohibition of public drinking places, are found in Classical and Medieval legislation (King, 1947). In England during the thirteenth and fourteenth centuries, taverns were increasingly a target of restrictive legislation, efforts being made to reduce their numbers, hours of sale, and the amount of time patrons spent in them; and in 1551 what appears to have been the first licensing system was introduced by Edward VI with the control of excessive use in view (Shadwell, 1915). However, it was in the late eighteenth and nineteenth centuries, with the rise of industrialism, that the prevention of drunkenness and its consequences became the overriding issue, and the volume and complexity of alcohol legislation reached a peak (Askwith, 1928; King, 1974; Krout, 1925). In North American and some other areas, these efforts culminated during World War I in total prohibition. This was repealed in most jurisdictions in the 1920s and 1930s, and followed by the adoption of the diverse measures and systems of control that prevail today.

The literature concerned with the effects of the legislative approach to the prevention of alcohol problems is vast. In addition to the assessments of historians, physicians, clergymen, jurists, journalists, and others, there are many official government reports. For example, in England there have been inquiries roughly once every 20 years since the Select Committee published its findings in 1834. In Canada and the United States there are reports of federally instigated inquiries, and of countless provincial or state bodies concerned with the merits and demerits of the control systems in their jurisdictions. While some of this literature contains data worthy of further analysis, most of it contributes little of value to the present review. Typically, the conclusions are based on the personal tastes or beliefs of the author, on *ex cathedra* arguments, or on the weight of opinion of persons with little or no direct knowledge of the matters at issue.* And even in cases where objective evidence of change is provided, one is usually left unsure, as Room (1971) remarked, whether the law was the cause, or itself a product of prior changes in public sentiment. In short, scientifically acceptable attempts to evaluate the effects of particular control measures are seldom encountered.

* To cite a characteristic instance, the authors of "The Pub and the People" (Mass Observation, 1943) noted that a recent Royal Commission on Licensing (1932), ostensibly setting out to conduct an impartial study of taverns, only interviewed persons who rarely or never patronized such establishments; not a single regular patron was asked to give evidence, nor were direct observational studies undertaken.

This dearth of scientific studies may seem surprising, especially when one contemplates the very great expansion of research interest in the alcohol field during the last 30 years. Room (1971) has offered some plausible reasons which include: (1) lack of sufficient specificity in the stated objectives of most measures; (2) the formidable complexity of the factors that may be involved in the production of any changes observed to follow the introduction of a new law; and (3) the fact that those who enact legislation normally are not influenced by a desire to develop rational policy through appropriate testing of alternatives, but by the probable reactions of their constituents. However, it is likely that another reason, also cited by Room (1971) and by Mäkelä (1972), is of greater importance, notably the rise of the "disease concept" of alcoholism. The view that normal drinkers and alcoholics comprise two quite separate groups within the population, which this concept has meant for many workers, has rendered meaningless or at least of low priority the contemplation of measures intended to affect the prevalence of alcoholism through the general regulation of alcohol consumption. The drinking of the alcoholic came to be seen as independent of other drinking: a symptom of pathological factors peculiar to him, and therefore, not amenable to change by measures that would affect the normal drinker. As a consequence, scientists understandably concentrated their attention mainly on the alcoholic *per se* in an effort to discover the distinctive causal factors (Armstrong, 1958; Keller, 1972).

We shall return to this and related issues in the section on Models of Prevention. Suffice to say for the present, that a rapidly growing body of evidence casts serious doubt on the validity of so narrow a concept of alcoholism, and indicates that the overall level of consumption in a population may well play a crucial role in its prevalence (de Lint and Schmidt, 1971). The result in some quarters has been a renewal of interest in the possible preventive value of legal measures and the appearance of a number of relevant studies.

In the following sections, the evidence is reviewed respecting the effects or lack of effects of the principal control measures which have been employed in recent times and most of which are now in use. However, whether or not the law will be, or should be applied to preventive ends depends on many factors besides the objective effectiveness of particular measures. Accordingly, in the final sections some of these factors are examined, as well as current models of prevention in relation to the role of legal restraint on drinking.

CONTROL OF OUTLET FREQUENCY (" 07 + 1.1. 1.1. 1.1. 1.1.)

Perhaps no single control measure has been more frequently and widely employed over the centuries than the regulation of the number of places in which alcoholic beverages may be purchased (King, 1947; Krout, 1925;

Shadwell, 1915). Outlets for on-premise consumption have been particular targets, and the immediate aim most commonly has been to reduce their frequency. While from time to time those who influenced the legislators had objectives other than the prevention of insobriety (Lee, 1944; Lemert, 1962; Odegard, 1928; Popham, 1962), the latter has been typically the stated justification. The underlying assumption, often made explicit by temperance writers, is simply that the more opportunities there are for people to drink, the more they will be tempted to do so and the more drunkenness there will be. However, during the post-World War II years in particular, the opinion of such interested groups as the clergy and of the public at large has come to be divided on the issue (Canada Facts, 1946; Wolch, 1957). Now there are those who, by implication at least, favor increases in outlet frequency, still with the promotion of sobriety in mind. The notion of the "forbidden fruit" is cited, and it is argued that if alcohol were everywhere available, man would not desire it so much and would therefore drink in a moderate and civilized manner. As might be expected, this view has received considerable support from the alcoholic beverage industries.

On both sides, similar types of statistical data are often used to support the arguments for or against changes in outlet frequency. These data include arrests or convictions for drunkenness, alcohol sales figures, and alcohol-related mortality and morbidity statistics. The validity of such data as indices of the prevalence of alcohol problems has been questioned many times, most recently, for example, by Walsh and Walsh (1973). Thus, official statistics of drunkenness may depend not only on the actual prevalence of drunkenness but to varying degrees on prevailing legal sanctions, police instructions, the manner in which drunkenness is defined, the extent to which refuges from police vigilance are available, and local attitudes toward insobriety. In addition, rates generally are not separated into first offenders and repeaters; they refer simply to the number of arrests or convictions rather than to different individuals. Official sales figures, among other deficiencies, do not reflect the legal consumption of homemade wines and beers, or the consumption of illicitly produced and distributed beverages. An upward trend in per capita sales may reflect the addition of new reporting jurisdictions or an increase in the proportion of users rather than a true increase in average consumption. Alcohol-related hospital admission and vital statistical data may be subject to numerous extraneous influences such as attitudes of physicians, incomplete reporting, and trends in diagnosis and treatment.*

There is no question but that these potential sources of error need to be kept in mind when the effects of changes in control measures are under

* For detailed commentaries on the artifacts that may affect variation in alcohol statistics, see Brown *et al.* (1960), Jellinek (1947), Popham and Schmidt (1958), and with particular reference to legal statistics of drunkenness, Ahlström-Laakso (1971).

scrutiny. At the same time, it is well to guard against the tendency to overestimate their importance, particularly when the implications of an apparent change in rates are not consistent with one's presuppositions. Thus, it is easy to explain away a drop in alcohol sales following stricter control measures by appeal to an artifact (such as illicit consumption) whose contribution may be negligible in reality. In any case, several types of alcohol statistics, especially sales and mortality data, have been shown to be valid indicators of the magnitude of alcohol problems in an area (Jellinek, 1947; Ledermann, 1956, 1964; Popham, 1970; Schmidt and de Lint, 1970). Furthermore, very considerable regional and temporal differences in these indicators have been found, and it is difficult to believe that much of this variation is attributable to errors in the indices rather than to real differences in the prevalence of alcohol problems (de Lint and Schmidt, 1971). Accordingly, it is of interest to review attempts to determine if, in fact, there is a relationship between the indicators mentioned and outlet frequency.

Popham *et al.* (1976) reported that, among the provinces and certain larger cities in Canada, higher rates of arrest or conviction for drunkenness tended to be found where there were fewest public drinking places per unit of population. In addition, trends through time in Ontario suggested a similarly inverse relationship (Popham, 1962; Popham and Schmidt, 1958). During the latter years of the nineteenth century, when the frequency of outlets for on-premise consumption achieved its all-time high, rates of conviction for drunkenness were comparatively low. Following this, the outlet rate fell steadily until the introduction of Prohibition in 1916. On the other hand, the conviction rate rose to a peak in 1912-14, then fell during Prohibition to reach a low point in the early Depression years. After the reintroduction of licensed drinking places in 1934, the outlet rate remained fairly static until recent years. But during the same period, drunkenness conviction rates rose steadily to achieve a level markedly higher than in any previous period. Per capita alcohol sales and liver cirrhosis mortality rates, long considered one of the best indicators of the prevalence of alcoholism (Jolliffe and Jellinek, 1941; Expert Committee on Mental Health, 1951; Popham, 1970), showed roughly similar trends over the years for which figures were available.

Mass Observation (1943) also reported an apparently negative association between drunkenness charges and outlet rates in English Data. And Popham *et al.*, (1976) ran a linear correlation analysis on two other English series: figures for 84 county boroughs and for 52 counties, excluding boroughs. The coefficients of correlation between convictions for drunkenness and on-premise licenses per 10,000 of population were negative but small (-0.18 and -0.19, respectively), and not significantly different from zero. Equally extensive legal statistics on drunkenness have not been studied for the United States. However, coefficients of correlation between tavern rates and per capita alcohol sales, and

tavern rates and alcoholism prevalence estimates for 49 states proved readily attributable to chance (Popham *et al.*, 1976). With respect to other types of outlet in the United States, Entine (1963) concluded that limiting the number of package stores did not reduce off-premise consumption. On the other hand, Simon (1966b) found per capita sales to be related positively to the frequency of such stores, but felt on further analysis that this variable was more likely to be dependent on sales than the reverse.

The tendency toward a negative relationship between outlet frequency and drunkenness rates may be due to one or more of a number of factors. It may be that where a large number of outlets are tolerated, a relatively more liberal attitude toward drinking and drunkenness prevails so that there are fewer arrests (Popham, 1962). Or, as the authors of "The Pub and the People" (Mass Observation, 1943) noted, drunkenness rates are usually higher in urban areas and vary with the business cycle, rising and falling with the bank rate and other measures of prosperity. Outlet rates, on the contrary, are controlled by a licensing authority whose objectives may lead to fewer outlets where or when drunkenness is considered to be prevalent.

The most thorough analysis of this issue, of which we are aware, is that of Ahlström-Laakso (1971). In her study, the point of departure was the fact that the rate of arrest for drunkenness was markedly higher in Helsinki than in Copenhagen. On the other hand, the level of alcohol consumption and the frequency of public drinking places was very much higher in the latter city. Among the many possible explanations, the author showed that differences in the control system were especially important. Thus, for example, fewer taverns in Helsinki, and in particular of those catering to drinkers of the lower social strata, meant fewer places to become drunk unobserved by the police, and a greater likelihood that heavy drinking would occur in parks and other public areas. Differences in behavior when intoxicated, in the probability of intoxication on any given drinking occasion, and in enforcement vigor were also considered to contribute significantly. However, it is quite possible that such factors are more likely to be among the primary determinants of variation among different countries than of regional or temporal variation within the same country. Through time in Finland, for example, the trend in arrests for drunkenness appeared to follow rather closely the trends in other indicators of the level of alcohol consumption and alcohol problems (Bruun *et al.*, 1960).

Summing up the evidence, it would seem clear that in the populations examined, variations in indicators of the prevalence of inebriety are not dependent on outlet frequency. It is important to emphasize, however, that the variations considered ranged from situations where outlets were ubiquitous to those where some customers may have been mildly inconvenienced. That under the latter circumstances, there may be little or no effect on consumption, especially in a world of high speed transportation, is suggested by the figures shown

below. These data relate to two rural municipalities in Ontario of about the same size. The only alcoholic beverage store in the district was located in one of the two communities so that residents of the other had to travel several miles to make a purchase. It can be seen that this circumstance did not prevent a slightly higher patronage by them (Table 1).

Finally, some attention should be given to studies bearing on the effects of control measures that create or alter situations of extremely low accessibility: that is to say, situations substantially different from those reviewed in the foregoing paragraphs. The classic instance on one side of the question is Prohibition when, in several countries, the frequency of legal outlets was reduced virtually to zero. There can be little doubt that during the first few years of Prohibition in Canada (Popham, 1956), Finland (Bruun *et al.*, 1960), and the United States (Jolliffe and Jellinek, 1941; Warburton, 1932) all indicators of alcohol consumption and alcohol problems reached the lowest level yet achieved in any period for which there are relevant data. It is also clear that in later years—say, roughly 1923-1933 in the United States—as an illegal trade became well established and the speakeasy and other clandestine outlets made their appearance, consumption increased substantially (Warburton, 1932).

It may be that during Prohibition there was an increase in poison deaths as a consequence of toxic impurities in poor quality beverages, or because of the use of toxic substitutes. Such effects have been alleged to buttress the contention that Prohibition was a complete failure (see, for example, citations in Room, 1971). We are not aware, however, of any scientifically acceptable study that has demonstrated an excess mortality from these causes of epidemiologically significant proportions. And the studies already noted would suggest that, even in the later years of Prohibition in Canada and the United States, the level of alcohol consumption and the prevalence of alcohol-related health problems were significantly lower than before or since. A rationally based argument against Prohibition therefore must seek other grounds for rejection, and many such have been well documented (e.g., Asbury, 1950; Feldman, 1930; Lemert, 1962; Mäkelä, 1972; Warburton, 1932).

TABLE 1. Buyers of Alcoholic Beverages in Two Rural Municipalities in Ontario^a

Municipality	Buyers per 1000 adults	Frequent buyers per 1000 adults ^b
With store	247	42
Without store	267	50

^a From de Lint and Schmidt (1966)

^b Buyers who purchased alcoholic beverages 4 or more times during the one-month study period.

At the opposite extreme is the effect of a change in control policy that renders alcoholic beverages readily accessible in areas previously isolated from a legal supply through geographic conditions. For example, in parts of northern Canada, the nearest outlet to some communities may take an expensive day or more to reach. Under these circumstances, it might be hypothesized that the introduction of outlets close by would have an appreciable effect on consumption. The results of Kuusi's alcohol policy experiment in rural Finland would seem to support this hypothesis (Kuusi, 1957). In the study, stores for the sale of beer and wine were opened in selected market towns that had previously been "dry" for many years. The drinking habits of the affected population and of a control population were studied in depth prior to the change, and monitored in detail afterward. An increase in overall consumption could be attributed to the new outlets. At the same time there was no evidence of a change in the frequency of intoxication, and indications that the increased consumption was partly offset by a decline in the consumption of illicit alcohol.* Very similar results have since been obtained by Amundsen (1965), who studied the consequences of the first introduction of alcoholic beverage stores to isolated "dry" areas in Norway.

Mäkelä (1972) recently reported a more dramatic effect in Finland following a very considerable and rapid rise in number of outlets, many of which were established in previously "dry" areas. Thus, in 1969 medium-strength beer was released for unrestricted retail distribution. Shortly thereafter, apparent alcohol consumption in the country increased by 48 percent. Beer accounted for most of the increase. Although effects on other indicators of the prevalence of alcohol problems have not been reported as yet, Mäkelä (1971) showed that such an increase tended to be spread over the drinking population in a manner that inevitably brought about an increase in the proportion of heavy consumers.

REGULATION OF TYPE AND LOCATION OF OUTLETS

A related area of control, which has been a subject of much debate and legislative or other governmental action over the years, concerns the character and distribution of outlets to be permitted. Usually, the focus has been on one or another aspect of such questions as: In what type of setting and under what conditions may different classes of alcoholic beverage be sold for on- or off-

*The study stands as a model for those wishing to undertake tests of control measures in the alcohol field or, for that matter, of any proposed change in social policy. In the report, the formidable methodological and practical problems encountered are dealt with at length, as well as the relation of the findings to the intricacies of developing an acceptable control policy.

premise consumption? What entertainment or recreational facilities may be provided in public drinking places? With special reference to the latter, may outlets be located in or near certain categories of public building, commercial establishments, or institutions such as schools and churches?

An almost bewildering array of regulatory measures have been attempted at one time or another within this area of control. Some—for example, the prohibition of treating or round-buying—have failed if only because they proved unenforceable. Some—for example, the requirement that alcoholic beverages could only be sold for on-premise consumption if accompanied by food (which led to the "reusable sandwich"—were easily circumvented and objects of ridicule. Some were dropped in response to negative reactions from the public. Many still survive, and none, so far as we are aware, have ever been adequately assessed as to their effectiveness for the purpose intended.

Many earlier writers (and a few in recent times) considered the facilities and physical features of the American saloon or the English public-house to be among the seducers of the working man to a life of insobriety. For them the overriding goals have been the abolition of these places, and the development of nonalcoholic alternatives in the community (e.g., Calkins, 1901; Levy, 1951). Others have been more moderate and have advocated only a number of restrictions on the operation of public drinking places, and the establishment of counter attractions such as free garden plots, libraries, museums, parks, and a variety of other recreational facilities (e.g., Select Committee, 1834). As Lemert (1962) has suggested, the implicit assumption would seem to have been that [drinking occurred in response to deficiencies in community life, and that if these were eliminated the need for alcohol would disappear.]

Perhaps it is obvious that this assumption has not entirely withstood the test of time. Certainly the use of alcohol is still very much in evidence although most of the gaps in social life to which its attractiveness was commonly attributed have long since been filled. It is probably true, on the other hand, that the importance of public drinking places—at least in North America—has declined since the turn of the nineteenth century. And this may be due to the growth of competing attractions as well as to overall improvements in the standard of living (and therefore of the home as a drinking place). Nonetheless, the on-premise outlet has remained a significant element in the recreational, if not emotional, life of a great many people, and a substantial portion of all drinking takes place in it (Cavan, 1966; Mass Observation, 1943; Popham, 1962).

A number of writers have focussed on the physical improvement of on-premise outlets, rather than on their abolition, in the belief that structural and aesthetic features were important determinants of sociability and sobriety. The models that have most captured the attention of these scholars are the inns and taverns of the Elizabethan period and of the following two centuries. Maskell's work is typical in this regard (1927). It was written in the hope that "the sym-

pathy of some readers may be enlisted in the movement to rescue the public house from obloquy and neglect" (p. vii). It was in fact a plea for the renaissance of the taverns and tavern life eulogized by literary figures from Shakespeare to Dickens and celebrated by poets from Chaucer to Longfellow. In the introduction it is submitted that "decadence began in England when the kindly landlord gave way to the brewer's manager and the inn became a public-house where men go just to drink in sordid and demoralizing surroundings" (p. x). In short, public drinking places of both the past and the present are viewed selectively, with the result that the former are associated with the picturesque, the healthy, and the desirable, and the latter with the ugly, the sordid, and the undesirable.

This school of thought apparently has had some influence on government control policies, at least in England. For example, in 1916 the government acquired the entire alcoholic beverage trade, including more than 100 public houses, in and around the City of Carlisle. This became widely known as the "Carlisle Experiment." The justification was the necessity of strict control to prevent insobriety among local munitions workers. Among the measures introduced to achieve this end, considerable emphasis was placed on a program to remodel or renovate many of the public-houses (Askwith, 1928; Shadwell, 1923). A more recent example is the "trust-house" concept of government control over the restoration and maintenance of the original appearance of historic drinking places. The point of view is also sometimes implicit in arguments to support the "tied-house" system in England. Thus, it is contended that the large brewery owners of public-houses are more likely to have the capital and motivation to make their outlets attractive than are many small entrepreneurs (Oliver, 1947).

Until comparatively recent years, just the opposite philosophy seems to have dominated control policies respecting the operation, appearance, and facilities of both on- and off-premise outlets in most of Canada, a number of American jurisdictions, and some other areas. This has been especially evident where a substantial "dry" sentiment continued to prevail following the repeal of Prohibition. The Province of Ontario is a typical instance. Prohibition was repealed in much of the province in 1927, and a limited number of government-owned and -managed package stores were opened. These were generally located well off the main shopping streets, and the beverages offered for sale were never displayed or readily accessible to customers for examination. In 1934 outlets for on-premise consumption were reintroduced in the form of "beverage rooms," that is, establishments licensed to sell beer only. They were constructed so that the activity within could not be observed from the outside. Most were exceedingly plain both as to furnishings (usually restricted to simple tables and chairs) and decoration. No professional entertainment, game, singing, or dancing was permitted. Typically, there was a room for men only, and

one for women only or women with escorts. A customer was not permitted to carry his drink from one table to another, to drink while standing, to buy more than one drink at a time, or to buy on credit. There were many other rules but the foregoing will serve to convey the relevant picture. Clearly, the objective was to minimize the attractions of the public drinking place, and the likelihood of prolonged and lively social interaction occurring among its patrons.

Since World War II, public sentiment in Ontario has increasingly favored a more permissive policy with respect to drinking, and this has been reflected in several changes in legislation and derivative regulations. One notable change in 1947 led to a diversification in types of outlet for on-premise consumption. Beverage rooms continued to operate under the same restraints as before, but now "cocktail and dining lounges" were permitted in the province as well. Essentially, this meant a slight increase in outlet rate, the sale of wines and distilled liquors by the glass with or without meals, and higher standards of decor for the establishments licensed to sell such beverages. Most beverage rooms catered to a working-class clientele; the new establishments were intended to attract a middle-class patronage. Music, professional entertainment, and dancing were allowed in the lounges, and no segregation of patrons by sex was imposed.

In an effort to assess the effect of the 1947 legislation, Popham *et al.*, (1976) analyzed trends in alcohol statistics for eight-year periods before and after the change. By way of control data, the trends were compared with those in the adjacent Province of Manitoba. There no significant changes in policy had occurred over the 16 years, and the regulations and types of outlet were much the same as prevailed in Ontario prior to 1947. It was found that, with the exception of alcoholism (in effect, liver cirrhosis mortality) rates, the percentage increases were much greater in both provinces before than after 1947. From 1947 to 1954, alcohol sales increased slightly more in Ontario (19 percent) than in Manitoba (14 percent), but drunkenness conviction and alcoholism rates showed greater increases in Manitoba.

A criticism which may be levied against this study is that it did not take account of a possible differential change in the proportion of users of alcohol in the two provinces; the rates were all based on either the drinking age or adult populations. However, the rather scanty survey data available for the period (Popham and Schmidt, 1958) do not suggest changes of a magnitude that would significantly affect the results reported. Bryant (1954) examined the consequences of a similar change in the State of Washington: the introduction of "liquor by the drink." He concluded that there was no evidence that increases in consumption or in alcohol-related offenses could be attributed to the change in control policy. And in Saskatchewan, Dewar and Sommer (1962) conducted a before-and-after study of a small community in which a "beer parlor" for men only was replaced by a beer and wine tavern catering to both sexes. They

could discern few effects. After the change, more drinking occurred away from home but there was no apparent alteration in the overall consumption level.

It should be stated at once that exclusive dependence on studies such as these is seldom likely to permit a definitive conclusion respecting the effects of a change in legal restraint. In the first place, when a change applies to a whole state or province, let alone a nation, it will be difficult if not impossible to find an adequately matched control population. Secondly, it is rare to find instances when a single specific change has occurred. Usually, several changes are introduced simultaneously, as in the case of the 1947 outlet diversification in Ontario. Under these circumstances, if an effect is identified it will not be known to which changes it should be attributed and to which not. This greatly reduces the value of the results insofar as rational policy development is concerned.

Thus, it is important that other approaches to assessment be undertaken as well. It seems to us that one of the most promising—for the area of regulation under consideration—would be careful observation and interview studies of behavior in beverage outlets before and after changes. Good models of the essentially ethnographic approach involved are provided by the tavern studies of Cavan (1966) and Mass Observation (1943). Ideally, such investigations would be done with the cooperation of the local licensing authority so that contemplated changes might be introduced in a manner that facilitated controlled examination. Another approach, which has received far too little attention in the alcohol field, is direct experimental manipulation using small groups in a simulated or, where practicable, real tavern setting. Bruun's study of a group of regular drinkers, conducted in one of the rooms of a licensed outlet in Helsinki, is an excellent example of the potentialities of the approach (Bruun, 1959).

In the past 25 years in Ontario, as in many other jurisdictions of the Western world, there have been numerous changes in alcohol control policy, mainly in the direction of relaxation of restrictions. Since the mid-1950s television has been allowed in beverage rooms; in the past few years, games and other recreational facilities have been permitted in establishments with lounge licenses; some "stand-up" bars have been allowed; displays of beverages have been introduced to package outlets; self-service package stores have been established in main shopping areas; and licenses have been issued for on-premise outlets in locations not previously contemplated; for example, museums and other public buildings, theaters, office complexes, large department stores, and sidewalk cafés.

It may be that, taken individually, these and other changes in type and location of outlet permitted have little effect on general consumption and attendant problems. But this has not yet been substantiated with even a reasonable degree of certainty. It is clear that an overall shift in alcohol control

policy is well underway in many countries. In the past, a strong influence was exerted by those who considered that changes that increased the attractiveness of beverage outlets, or their visibility to the public would lead to increased alcohol use with undesirable consequences. Today it is more common to hear that by improving the appearance and facilities of outlets, and introducing them into all areas of everyday life, the mysticism associated with alcohol will be reduced; it will come to be regarded as no more remarkable than any other consumer product and therefore will be used moderately. The essential point is that, whichever view is argued, the appeal to date has had to be to theory rather than fact, or to the weight of prevailing sentiment rather than to evidence systematically gathered and objectively analyzed.

CONTROL OF HOURS AND DAYS OF SALE

The opening hours of alcoholic beverage outlets, especially those for on-premise consumption, have been almost as common a target of regulatory measure through the ages as their frequency (King, 1947; Shadwell, 1915, 1923). Usually, the legislation has provided for a reduction in opening times, and the stated intent has been to combat the problems of insobriety. In recent years, however, and in keeping with trends in other areas of control, new regulations have sometimes extended both the hours and days of sale. In Ontario, for example, the hours of dining lounges were extended from the usual mid-night closing to 2:00 A.M., and such establishments were permitted to sell alcoholic beverages with meals on Sunday, traditionally a general closing day. In addition, the 6:30 to 8:00 P.M. closing of beverage rooms was not imposed on premises with lounge or dining lounge licenses when these were allowed in 1947.

Despite the long-standing belief in the efficacy of regulating opening hours, there have been exceedingly few attempts to put the matter to test. Popham (1962) found an apparent correlation between the opening hours of beverage rooms in Toronto and the hourly pattern of arrests for drunkenness exhibited between 8:00 A.M. Monday and 8:00 A.M. the following Sunday. However, when arrests were plotted for the period 8:00 A.M. Sunday to 8:00 A.M. Monday morning, during which time all beverage outlets were closed, an almost identical pattern emerged. This might be taken to indicate that the hours of sale reflected the drinking pattern of at least one segment of the community rather than the reverse. On the other hand, the opening hours that prevailed at the time of the study had been in force for many years, and originally may have shaped the characteristic circadian pattern observed. Indeed, the results of a recent study in Victoria, Australia, would suggest this as the more probable relationship.

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MEMORANDUM

TO: Persons Interested in the Current Status of Rural Communities With Respect to the State Title 4 Alcohol Local Option Law

FROM: Alaska Legal Services Corporation Alcohol Project

RE: Statewide Village Status Report

DATE: January 14, 1983

The ALSC Alcohol Project was funded by the State Office on Alcoholism and Drug Abuse ("SOADA") to provide statewide on-site community legal education and technical legal assistance on the state Title 4 alcohol local option law. During its existence, the ALSC Alcohol Project worked closely with rural communities throughout Alaska. The ALSC Alcohol Project has terminated.

Approximately 130 rural communities were visited and 50 other rural communities were assisted in some fashion. "Assistance" means a community either requested a petition form, cover letter, and memorandum explaining the law, or a legal opinion of their local village ordinance concerning alcohol control. This Statewide Village Status Report from the ALSC Alcohol Project is a final attempt to provide an adequate profile of individual rural community activity with respect to the state Title 4 alcohol local option law.

Presently, 74 alcohol local option elections have been held. Some communities have now held two elections, with differing results. The present tally is: 1 community has voted for a community liquor license, 51 communities have voted to forbid the sale and importation of alcoholic beverages, 10 communities have defeated the sale and importation option, 2 communities approved and 1 defeated the no sale option, and 1 community defeated the private liquor license option. Several more elections are presently scheduled and many other petitions are being circulated.

If you have any additional information or questions on specific communities, please contact Vivian Kortie at the Alcoholic Beverage Control Board, 201 East 9th Avenue, Anchorage, Alaska, 99501, or call (907) 277-8638.

STATEWIDE VILLAGE STATUS REPORT

January 14, 1983

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results (yes/no ²)	Effective Dates	Notes
<u>ALEUTIAN/PRIBOLOF REGION</u>					
Atka (EV)	11/10/82	--	--	--	Petitions sent 10/10/82.
St. Paul (M)	5/10/82*	Ban Sale & Import (V)	47/141	--	ALOL ³ did not pass.
<u>ANCHORAGE/AHTNA REGION</u>					
Chitina (V)	3/03/82*	Ban Sale & Import (C)	--	--	Petition invalid 10/14/82; new petitions sent 12/23/82.
Copper Center (V)	3/27/82*	--	--	--	
Mentasta (V)	10/05/82*	--	--	--	
<u>BRISTOL BAY REGION</u>					
Aleknagik (M)	4/08/82*	Ban Sale & Import (V)	26/23	--	Many questioned ballots; no majority vote.
Ekwok (M)	11/29/82	Ban Sale & Import (V)	20/03	7/1/82	
Iliamna (V)	11/24/81*	Ban Sale (V)	35/24	--	Liquor license(s) revoked.
Egegik (V)	11/10/82	Ban Sale & Import (C)	--	--	Election scheduled by DOE.
Manokotak (M)	11/23/81*	Ban Sale & Import (C)	--	--	Petitions sent 1/13/83.
Newhalen (M)	11/02/82*	Ban Sale & Import (V)	6/22	--	ALOL ³ did not pass.
Portage Creek (V)	12/01/82*	Ban Sale (C)	--	--	Petitions sent 11/30/82.
Togiak (M)	11/24/81*	Ban Sale & Import (V)	93/23	6/1/82	
Twin Hills (V)	12/22/81*	Ban Sale & Import (C)	--	--	Election being considered.
Nondalton (M)	12/17/81*	--	--	--	
<u>FAIRBANKS/DOYON REGION</u>					
Arctic Village (V)	7/23/81	Ban Sale & Import (C)	--	--	
Chalkyitsik (V)	7/15/82*	Ban Sale & Import (V)	21/02	8/1/82	

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results ² (yes/no ²)	Effective Dates	Notes
Dot Lake (V)	10/01/82*	Ban Sale (C)	--	--	
Eagle (V)	9/30/82*	--	--	--	
Fort Yukon (M)	12/01/81	Ban Sale & Import (C)	--	--	
Huslia (M)	3/02/82*	Ban Sale & Import (V)	40/53	12/1/82	Second election; changed vote.
Kaltag (M)	11/11/82*	Ban Sale & Import (V)	50/27	1/3/83	Second election; same vote.
Mentasta (V)	10/05/82*	--	--	--	
Minto (V)	6/23/81*	--	--	--	
Northway (V)	9/29/82*	Ban Sale & Import (C)	--	--	
Nulato (M)	1/07/82	--	--	--	Petitions sent 1/7/82.
Ruby (M)	8/02/82	--	--	--	Petitions sent 8/2/82.
Stevens Village (V)	4/28/82*	Ban Sale & Import (C)	--	--	Petitions sent 4/28/82.
Tanacross (V)	9/28/82*	--	--	--	
Tanana (M)	9/23/82*	Community Liquor Store (V)	90/15	--	Applying for a liquor license.
Tetlin (V)	10/04/82*	Ban Sale & Import (V)	54/7	1/1/83	
<u>JUNEAU/SEALASKA REGION</u>					
Angoon (M)	4/06/82*	Ban Sale & Import (V)	72/94	--	ALOL ³ did not pass.
Hydaburg (M)	2/24/82*	Selected Liquor Lic. (V)	43/63	--	ALOL ³ did not pass.
Klawock (M)	10/20/82*	Community Liquor Store (C)	--	--	
Metlakatla (Reservation)	2/14/81*	--	--	--	ALOL ³ not applicable.
Thorne Bay (M)	12/01/82	Ban Sale (V)	--	--	Election improprieties; selected liquor license ap- plied for in January, 1983.
<u>KODIAK REGION</u>					
Larsen Bay (M)	7/19/82*	Ban Sale & Import (V)	17/38	--	ALOL ³ did not pass.
Old Harbor (M)	6/19/81*	--	--	--	Emergency ordinance to ban sale and import, 7/20/82.

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results (y/n ²)	Effective Dates	Notes
<u>KOTZEBUE/NANA REGION</u>					
Ambler (M)	11/23/81*	Ban Sale & Import (V)	29/21	1/1/82	May schedule new election.
Buckland (M)	10/02/81*	Ban Sale & Import (V)	52/06	6/1/82	No special election ordin.
Deering (M)	11/24/81*	Ban Sale & Import (V)	32/24	6/1/82	
Kiana (M)	2/03/82*	Ban Sale & Import (V)	80/60	12/1/82	Second election -- same results.
Kivalina (M)	9/29/81*	Ban Sale & Import (V)	65/27	5/1/82	
Kobuk (M)	11/18/82*	--	--	--	Petitions sent 11/12/82.
Noatak (V)	6/10/82*	Ban Sale & Import (V)	69/53	1/1/83	
Noorvik (M)	5/29/81*	Ban Sale & Import (V)	95/46	5/1/82	
Selawik (M)	11/23/81*	Ban Sale & Import (V)	67/66	1/1/82	
Shungnak (M)	11/24/81*	Ban Sale & Import (V)	59/23	4/1/82	
<u>NOME/BERING STRAITS REGION</u>					
Diom de (M)	9/07/81*	Ban Sale & Import (V)	27/12	10/1/81	
Elim (M)	6/18/81*	Ban Sale & Import (V)	47/17	9/1/81	
Gambell (M)	7/22/81*	Ban Sale & Import (V)	79/10	9/1/81	
Golovin (M)	9/16/81*	Ban Sale & Import (V)	26/19	7/1/81	
Koyuk (M)	7/13/81*	Ban Sale & Import (V)	57/08	9/1/81	
St. Michael (M)	10/14/82*	Ban Sale & Import (V)	--	--	1/83 special election ordinance enacted, new sale and importation petition being circulated; election contemplated.
Savoonga (M)	8/20/81*	Ban Sale & Import (V)	103/81	11/1/81	
Shaktolik (M)	9/14/81*	Ban Sale & Import (V)	30/23	11/1/81	
Shishmaref (M)	10/12/82*	Ban Sale & Import (V)	82/47	2/1/83	
Stebbins (M)	6/26/81*	Ban Sale & Import (V)	49/07	8/1/81	
Teller (M)	10/11/82*	--	--	--	
Unalakleet (M)	9/10/81*	--	--	--	

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results ² (yes/no ²)	Effective Dates	Notes
Wales (M)	7/05/81*	Ban Sale & Import (V)	29/21	9/1/81	
White Mountain (M)	7/16/81*	Ban Sale & Import (V)	29/16	4/1/82	Not officially recorded.
<u>NORTH SLOPE REGION</u>					
Anaktuvuk Pass (M)	11/11/81*	Ban Sale & Import (V)	78/11	1/1/83	
Point Hope (M)	9/15/81*	Ban Sale & Import (V)	62/39	8/1/82	
Point Lay (V)	2/09/82*	--	--	--	Within incorporated borough; ALOL ³ not applicable.
Wainwright (M)	6/11/81	Ban Sale & Import (V)	61/42	8/1/82	
<u>YUKON/KUSKOKWIM REGION</u>					
Akiachak (M)	2/02/82*	--	--	--	
Akiak (M)	2/02/82	Ban Sale & Import (V)	--	--	Election improprieties.
Akolmiut (M)	--	Ban Sale & Import (V)	106/35	10/1/81	Not assisted by ALSC.
Alakanuk (M)	3/25/82	Ban Sale & Import (V)	92/24	8/1/81	
Aniak (M)	7/22/82*	Ban Sale & Import (V)	42/129	--	ALOL ³ did not pass.
Atmautluak (M)	9/01/81*	Ban Sale & Import (V)	60/12	6/1/82	
Brevig Mission	8/26/82	--	--	--	Petitions sent 12/82.
Chefornak (M)	9/08/82*	Ban Sale & Import (V)	48/29	11/1/82	Second election.
Chevak (M)	--	Ban Sale & Import (V)	--	--	Election improprieties.
Chuathbaluk (M)	10/08/81*	Ban Sale & Import (C)	--	--	
Crooked Creek (V)	12/09/81*	--	--	--	
Eek (M)	10/19/81*	Ban Sale & Import (V)	90/15	12/1/82	
Emmonak (M)	9/03/81	Ban Sale & Import (V)	54/12	11/1/81	
Goodnews Bay (M)	4/21/82	--	--	--	
Grayling (M)	12/02/81	Ban Sale & Import (V)	34/34	--	ALOL ³ did not pass; needs majority.

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results ² (yes/no ²)	Effective Dates	Notes
Holy Cross (M)	7/10/81*	Ban Sale & Import (V)	50/60	--	Election results never cert.
Hooper Bay (M)	10/28/82*	Ban Sale & Import (C)	--	--	Election planned for mid-February.
Kipnuk (V)	9/20/81*	Ban Sale & Import (V)	82/07	11/1/82	
Kongiganak (V)	9/17/81*	Ban Sale & Import (V)	50/09	8/1/82	
Kotlik (M)	3/09/81*	Ban Sale & Import (V)	63/15	10/1/81	
Kwethluk (M)	10/12/81*	Ban Sale & Import (V)	82/30	3/1/82	
Lime Village (V)	1/21/82*	--	--	--	
Lower Kalskag (M)	1/15/82*	Ban Sale & Import (C)	--	--	Petition died.
Marshall (M)	--	Ban Sale & Import (V)	42/16	8/1/81	Not assisted by ALSC.
Mekoryuk (M)	5/21/81*	Ban Sale & Import (V)	48/10	10/1/81	
Mountain Village (M)	5/21/81*	--	--	--	
Napakiak (M)	10/02/81*	Ban Sale & Import (V)	54/14	4/1/82	
Napaskiak (M)	9/08/82*	Ban Sale & Import (V)	55/04	12/1/82	
Newtok (M)	11/26/82	--	--	--	Petition received 11/26/82.
Nightmute (M)	9/08/82*	Ban Sale (V)	39/03	1/1/83	Second election expected.
Nunapitchuk (EV)	7/10/81*	--	--	--	Using emergency ordinance.
Pilot Station (M)	7/10/81*	--	--	--	Using emergency ordinance.
Platinum (M)	--	Ban Sale & Import (V)	11/08	2/1/82	CRA ³ assisted with election.
Quinhagak (M)	9/14/81*	Ban Sale & Import (V)	79/26	11/1/81	
Red Devil (V)	1/21/82	Ban Sale (V)	12/22	--	ALOL ³ did not pass.
St. Mary's (M)	9/01/81*	Ban Sale & Import (V)	63/48	10/1/81	
Scammon Bay (M)	11/09/81*	Ban Sale & Import (V)	57/10	1/1/82	
Shageluk (M)	6/22/82*	Ban Sale & Import (V)	--	--	ALOL ³ did not pass.

Village (Municipality or Village)	Petition Sent (ALSC Visit*)	Option Considered or Voted Upon	Election Results ² (yes/no ²)	Effective Dates	Notes
Sheldon Point (M)	9/03/81*	--	--	--	
Sleetmute (V)	8/10/82*	Ban Sale & Import (V)	23/20	8/1/82	
Stony River (V)	8/12/82*	--	--	--	
Toksook Bay (M)	10/03/81*	Ban Sale & Import (V)	78/32	12/1/81	
Tuluksak (M)	9/09/82*	Ban Sale & Import (V)	61/16	11/1/82	
Tununak (M)	5/21/81*	Ban Sale & Import (V)	90/11	9/1/81	
Tuntutuliak (V)	12/01/81*	Ban Sale & Import (V)	47/20	9/1/82	
Upper Kalskag (M)	1/15/82*	--	--	--	

NOTE¹: The four option choices for municipalities (first and second-class and home rule cities) are:

1. Selected liquor license;
2. Community liquor license;
3. Banning the sale of alcoholic beverages;
4. Banning the sale and importation of alcoholic beverages.

Established villages may choose option 1, 3, or 4.

NOTE²: For those villages which have chosen the option to ban sale and importation, a "yes" vote means that a voter wishes to stop the sale and importation of alcoholic beverages. A "no" vote means that a voter does not wish to stop the sale and importation of alcoholic beverages under the state alcohol local option law.

NOTE³: ALOL -- Alcohol Local Option Law.
 ALOE -- Alcohol Local Option Election.
 CRA -- Community and Regional Affairs; Division of Local Government Assistance.

NOTE⁴: As of May 18, 1982, the United States Department of Justice approved the Alaska State Title 4 alcohol local option law submission under Section 5 of the Voting Rights Act. The state of Alaska is a "Voting

Rights Act State," which means that when there is any "change in the standard practice or procedure" in voting, the state or other appropriate agency is required to obtain approval from the United States Department of Justice.

This approval means that the alcohol local option law elections already held by municipalities in the state of Alaska are valid. This approval also means that the established villages can hold alcohol local option law elections with the assistance of the Division of Elections.

This approval means that no objection under the Voting Rights Act can be raised with respect to the alcohol local option law elections held unless someone has actually been denied his or her right to vote, thus prejudicing the election.

NOTE⁵: After receiving encouragement from many rural Alaskan priests, religious organizations and residents, the Alaska House of Representatives and Senate passed a law, Senate Bill 765, dealing with the sacramental wine exception to the state Title 4 alcohol local option law.

The new law changed A.S. 04.11.496 (b), which is the law allowing communities to vote to prohibit the sale and importation of alcoholic beverages. The amendment of A.S. 04.11.496 (b) stated that if a majority of the people in a community vote to prohibit the sale and importation of alcoholic beverages, a person "may not knowingly send, transport, or bring an alcoholic beverage into the municipality or established village, unless the alcoholic beverage is sacramental wine to be used for bona fide religious purposes based on tenets or teachings of a church, is limited in quantity to the amount necessary for religious purposes, and is dispensed only for religious purposes by a person authorized by the church or religious body to dispense sacramental wine."

This language means that the only alcoholic beverages which can come legally into a community which has voted to stop sale and importation of alcoholic beverages is wine to be used only in a religious service. The wine is to be an amount to be used only in religious service. Only a priest or someone authorized by the priest can receive the wine and give it to people in a religious ceremony.

STATE OF ALASKA

BILL SHEFFIELD, GOVERNOR

DEPT. OF COMMUNITY & REGIONAL AFFAIRS

OFFICE OF THE COMMISSIONER

POUCH B
JUNEAU, ALASKA 99811
PHONE: (907) 465-4700

225 CORDOVA STREET - BLDG B
ANCHORAGE, ALASKA 99501
PHONE: (907) 264-2294

March 9, 1983

Position Paper

Re: HB 158

Sponsor: Representative M.M. Miller

Program Effects of Bill

Amends the number of liquor licenses that may be issued in Alaska.

Comments

No comments.



Mark Lewis, Commissioner
Community and Regional Affairs

STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: HB 158 Date on Bill: 2/4/83
 Title: Limitation of Liquor Licenses
 Sponsor: Representative M.M. Miller
 Requestor: House Community and Regional Affairs

1. Estimated fiscal impacts on:

a. Expenditures:

(Thousands of Dollars)

			FY 83	FY 84	FY 85	FY 86		
Capital				-0-	-0-	-0-		
Operating				-0-	-0-	-0-		
Total				-0-	-0-	-0-		

b. Revenues:

Revenue								
---------	--	--	--	--	--	--	--	--

2. Source of funds to offset fiscal impact of bill:

3. Assumptions:

No fiscal impact upon any state agency.

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It does not represent the policy of the Sheffield Administration or the final estimate of fiscal impact.

Prepared By: Richard Rainery *RR* Phone: 465-4703
 Division: Commissioner's Office Date: 3/9/83
 Approved by Commissioner: *[Signature]* Date: 3/9/83
 Department: Community & Regional Affairs

5. Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor
- Copy to Requestor

2/8/83

STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: HB 158 Date on Bill: 2/4/83
 Title: "An act limiting number of liquor licenses."
 Sponsor: M.M. Miller
 Requestor: House Community and Regional Affairs; & Judiciary

1. Estimated fiscal impacts on:

a. Expenditures:

(Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86
Capital	-0-			
Operating	-0-			
Total	-0-			

b. Revenues:

Revenue				
---------	--	--	--	--

2. Source of funds to offset fiscal impact of bill:

3. Assumptions:

This bill has no fiscal impact.

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It therefore does not represent the final estimate of fiscal impact.

Prepared By: Mary Belford Phone: 465-2300
 Division: Commissioner's Office Date: 2/23/83
 Approved by Commissioner: Paul O'Leary Date: 2/23/83
 Department: Revenue

5. Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor
- Copy to Requestor

2/15/83

Contingency 150 per sq foot
 11,550 sq. ft.
 \$600,000.00

~~HB 117~~

HB 158

Kubley - AK Distributors

- Lobbied for 1500 limit (population)

Chockson to Kubley is the intent to stop all types of licenses?
 John Paden - New Committee in Juneau "It's for moderation" ~~in favor~~ in favor
 - Szymanski - ^{bill} will only make larger lines at bars, liquor stores.

bc

Mike Miller (D) Juneau - Committee could exempt ^{OK} restaurant licenses for Beer & wine.
 - Restrict Licenses - Do not allow any more hard liquor. = ^{Miller's bottom} line

SCAMAN - anchorage

Speaker from Cordova has ~~400~~ 1 package store per 400 people, said
 Alcohol Control Board said 1 license per 930 people in the state

Relationship between the Number of On-Premise Outlets and Alcoholism

Thomas C. Harford, Ph.D.,¹ Douglas A. Parker, Ph.D.²
Charles Pautler³ and Michael Wolz⁴

SUMMARY. *Rates of on-premise outlets and urbanism were significantly related to rates of alcoholism in 38 states and the District of Columbia.*

Studies of the relationships between alcohol availability, per-capita consumption and the prevalence of alcoholism have generated both critical discussions and policy recommendations relating to the prevention of alcoholism (1-5).

In 1977 Smart (3) reported on the relationships between over-all availability of beverage alcohol (6) and per-capita consumption and alcoholism rates in the U.S.A. He gave equal weighting to each of the control factors making up the index; these included the legal minimum purchasing age and restrictions on off- and on-premise sales on weekdays and Sundays, on hours of business and on outlet density. He found that availability was not related to alcoholism rates or per-capita consumption when per-capita income and the percentage of the population living in urban areas were controlled. Since Smart made no statistical analysis of the internal properties of the index, nor adjustments for legal restrictions on the number of outlets by population in certain jurisdictions, and since the empirical status of the relationships between several of the control factors in the index (e.g., outlet density, legal age) and alcoholism rates is far from conclusive, further studies are required.

The purpose of the present study was to examine the effects of alcohol availability, as measured by the number of on-premise outlets per 100,000 persons, on alcoholism rates in the U.S. On-premise outlets

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Received for publication: 21 April 1978. Revision: 21 May 1979.

serve to specify both a context of drinking and a subgroup of drinkers within the population at large (7).^{5, 6}

Clark⁵ examined the relationship between heavy drinking and tavern patronage and concluded that heavy drinking was related to the frequency of going to taverns and that heavy drinkers are more likely to be found in taverns than are other drinking groups. Harford et al.⁶ found that the frequency of bar patronage was significantly related to daily and total weekly alcohol consumption among both men and women. Cahalan and Room (7) have shown that the frequency of visiting bars is related to heavy and problem drinking. Although there is a great variety of bars, their patrons differ demographically in several important ways from those who do not patronize bars,⁵ and they do not drink exclusively in bars (8). Thus, patrons of on-premise outlets would appear to be heavy drinkers who contribute substantially to total alcohol consumption.

We hypothesized that the number of on-premise outlets would be significantly related to alcoholism rates when per-capita consumption, per-capita income and urbanism are controlled. Per-capita consumption was entered into the model because it has been shown (3) to be significantly related to each of the other variables.

METHOD

Data on the number of on-premise outlets were taken from a 1964 survey by Licensed Beverage Industries (9).⁷ Rates of on-premise outlets were based on the population aged 15+. Data on the number of on-premise outlets were not available for 12 states. Of the remaining 39 states (including the District of Columbia), 22 reported legal restrictions on the number of on-premise outlets by population and 17 reported no restrictions (10).⁸ Per-capita consumption was based on U.S. gallons of absolute alcohol consumed by the population aged 15+ (11). Data on per-capita income and the percentage of the population living in urban areas (urbanism) were provided by the Bureau of the Census (12). Alcoholism rates were based on the Jellinek formula (13). Smart (3) used the same data for consumption, income, urbanism and alcoholism.

⁵ Also, CLARK, W. Contextual and situational variables in drinking behavior. [Unpublished manuscript.]

⁶ Also, HARFORD, T., GERSTEL, E. K., PAULTER, C. and HOBAN, M. Social activity level and drinking patterns. Presented at the annual Medical-Scientific Conference of the National Alcoholism Forum, Washington, D. C., May 1979.

⁷ Since the hypothesis being tested relates availability to alcoholism rates, it seemed reasonable to allow for a lag between the time for which the survey reported rates of on-premises outlets and a time when the effects would appear in alcoholism rates. An estimated time lag is not critical to the present analysis, however, in view of the high correlation ($r = .98$) obtained between 1964 and 1975 rates of on-premises outlets.

⁸ States with restrictions are Alabama, Alaska, Arizona, California, Florida, Idaho, Indiana, Kentucky, Massachusetts, Michigan, Minnesota, Montana, New Jersey, New Mexico, Ohio, Oregon, Pennsylvania, Rhode Island, South Dakota, Washington, Wisconsin and Wyoming; states with no restrictions are Colorado, Connecticut, Delaware, Georgia, Hawaii, Iowa, Louisiana, Maine, Maryland, Missouri, Nebraska, Nevada, New Hampshire, New York, North Dakota and Vermont, as well as the District of Columbia.

RESULTS

Table 1 shows the Pearson product-moment correlations between the variables for the sample of 38 states and the District of Columbia and for the 50 states and the District of Columbia reported by Smart (3). The coefficients of the 2 studies are similar, except that Smart found a significant correlation between availability and income. The 2 measures of availability also yielded similar results for consumption and alcoholism. On-premise rates correlated significantly and positively with the over-all availability measure used by Smart ($r = .44$, 38 df, $p < .01$).

To test the hypothesis that rates of on-premise outlets are significantly related to alcoholism rates when other factors are controlled, alcoholism rates (Y) were regressed on on-premise outlet rates ($X1$), per-capita consumption ($X2$), per-capita income ($X3$) and percentage of urban population ($X4$). Several different polynomial regressions were tested and it was found that the term $X4^2$ should be in any equation relating Y to $X4$ and any other set of variables because the nonlinear relationship between urbanism and alcoholism rates was significant. Accordingly, the present regression was based on the following model: $Y = X1 + X2 + X3 + X4 + X4^2$. Finally, a statistical analysis indicated that the two groups of states (presence and absence of legal restrictions) were not statistically different for this model and therefore the regression analysis was based on the total state data ($N = 39$).

The results of the regression analysis indicated that on-premise rates were significantly related to alcoholism rates ($p < .01$) when consumption, income and urbanism were controlled. In addition, the results indicated that urbanism was significantly related in a nonlinear manner to alcoholism rates ($p < .05$) when on-premise rates, consumption and income were controlled. Neither consumption nor income was significantly related to alcoholism when the other variables were controlled.

Although the 2 groups, those with and without legal restrictions, did not differ significantly on this model, regressions were made separately

TABLE 1.—Pearson Product-Moment Correlations between Measures of Availability, Per-Capita Consumption, Per-Capita Income, Urbanism and Alcoholism Rate*

	AVAILABILITY							
	On-Premise Rates (N = 39)		Consumption (39) (51)		Income (39) (51)		Urbanism (39) (51)	
Consumption	.49†	.41†						
Income	.23	.39†	.54†	.60†				
Urbanism	.09	.25	.28	.34*	.71†	.72†		
Alcoholism rates ^b	.45†	.42†	.47†	—	.52†	.59†	—	.53†

* Availability measures are the over-all availability of beverage alcohol, which Smart (3) examined in 50 states and the District of Columbia, and the rate of on-premise outlets as assessed by the present study in 38 states and the District of Columbia.

^b Smart (3) did not report the correlation between alcoholism rates and per-capita consumption; alcoholism rates were not linearly related to urbanism in the present study.

* $P < .05$. † $P < .01$.

for the groups because they provide greater conceptual if not statistical homogeneity (14). The results of the regression analysis in states with restrictions ($N = 22$) were identical to those presented above. In the 16 states (and the District of Columbia) with no restrictions only on-premise rates were related to alcoholism ($p < .10$). The removal of 1 outlier, the District of Columbia, increased the strength of the relationship between on-premise rates and alcoholism ($p < .05$).

While the major objective in the present study was to examine the relationship between availability and alcoholism after adjusting for consumption, income and urbanism, other forms of the equation were examined with the same variables. Since certain interactions might exist, squared and cross-product terms were tested. These regression analyses show that if prediction of alcoholism rates was the objective then the model $Y = X_1 + X_4 + X_4^2$ was the best one to use based on Mallows' Cp criteria (15). This equation yields a squared multiple correlation of .54. The two groups of states (presence and absence of restrictions) were not statistically different according to this model.

Because of the nonlinear relationship between urbanism and alcoholism rates, we reexamined the relationship between Smart's index of over-all availability and alcoholism rates using the complete set of state data ($N = 51$). The same regression model was used except that the index of over-all availability replaced that of on-premise outlet rates. The results of this analysis indicated that over-all availability scores, per-capita income and urbanism were not related to alcoholism rates, while per-capita consumption was related ($p < .08$).

DISCUSSION

The results of the regression analyses indicated that both the rates of on-premise outlets and urbanism contributed to alcoholism rates when per-capita consumption and income were controlled. Urbanism, however, contributed significantly to alcoholism rates only in states which placed restrictions on the number of outlets according to population.

Further research is needed to determine the mechanisms underlying the relationship between availability and alcoholism and whether subsequent changes in numbers of outlets will influence alcoholism rates. The present findings suggest that a high rate of on-premise outlets indicates the presence of a heavy-drinking population that is at risk with respect to alcoholism. The fact that the index of over-all availability was not significantly related to alcoholism rates is consistent with this interpretation. Also consistent is the finding that per-capita consumption was not significantly related to alcoholism rates when on-premise rates were controlled.

There are several obvious limitations in the present data. The heterogeneity of state jurisdictions and the small sample sizes available for analysis indicate the need for other units of analysis (e.g., Standard Metropolitan Statistical Areas or counties). In the present study classification was based solely on the presence and absence of restrictions

on outlet rates by population. Other classifications (e.g., location and type of outlet) may yield different results.

More attention should be given to the development of a comprehensive model of alcohol availability. The incorporation of different measures of availability, as well as other variables, may yield different results. Different results may also be obtained when alcoholism rates are based on indicators other than liver cirrhosis mortality.

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Table 10. Total Number of Licenses by Type,¹ by Year, Alaska
1978 - 1982.*

	1978	1979	1980	1981	1982
Beverage Dispensary Club	483	583	592	624	629
Commercial Carrier	51	61	62	66	66
Restaurant	64	78	79	83	84
Retail	181	218	222	234	236
Pub	351	424	431	454	458
Total	1,131	1,365	1,387	1,462	1,474
On	780	941	956	1,008	1,016
Off	351	424	431	454	458

1. Department of Revenue: Alcohol Beverage Control Board

* The total number of Liquor License's was made available by the ABC Board. The distribution of license's by type was based on the percentage breakout for 1981 a year for which data on number of each type of license was available. Data on the exact type breakout for previous years was unavailable.

Table 10c. Number of persons per license, Alaska , 1978-1982

	1978	1979	1980	1981	1982
ON PREMISE LICENSE'S	780	941	956	1008	1016
19+ Population	345	288	277	258	269
State Population	525	431	418	404	410
OFF PREMISE LICENSE'S	351	424	431	454	458
19+ Population	766	639	614	572	596
State Population	1168	957	928	896	910
TOTAL LICENSE'S	1131	1365	1387	1462	1474
19+ Population	237	198	191	170	185
State Population	363	297	288	278	283
STATE POP. (000's) ¹					
19+ years	269	271	265	260	273
State Pop.	410	406	400	407	417

1. Department of Labor: Annual Population Statistics.

Table 10. Liquor Licenses, by Type of License, and Rate per 1000 population, Alaska, 1981.

TYPE OF LICENSE	NUMBER	RATE PER 1000 POPULATION
On-premises	873	2.12
Off-premises	549	1.33
TOTAL	1,422	3.46