City and County of San Francisco
Proposition 64 Public Health & Safety
Grant Program Local Evaluation Plan

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Project Background

In January 2020, the City and County of San Francisco (CCSF), through the Office of the City Administrator (ADM) and via the Office of Cannabis (OOC), submitted a grant proposal in response to the Board of State and Community Corrections (BSCC) Request for Proposals (RFP) for the Proposition 64 Public Health and Safety Grant Program (Prop 64 PH&S Grant). This grant program is intended to fund local projects that address public health and safety issues associated with the implementation of the Control, Regulate and Tax Adult Use of Marijuana Act (Prop 64). In April 2021, the BSCC awarded a one million-dollar ($1,000,000) grant to CCSF. The grant term starts May 1, 2021 and ends October 31, 2024.

As a part of its award, CCSF may address a number of specified activities relating to the local impact of cannabis legalization, including:

- PPA 1: Youth Development/Youth Prevention and Intervention (Mandatory Activity)
- PPA 2: Public Health
- PPA 3: Public Safety
- PPA 4: Environmental Impacts

CCSF's grant addresses: PPA 1, PPA 2, and PPA 3. The goals and objectives of each PPA are described in further detail in *Figure 3: Grant Goals and Objectives by PPA*.

PPA 1: Youth Development/Youth Prevention and Intervention
The passage of Prop 64 in November 2016 dramatically expanded the visibility and accessibility of cannabis and cannabis products, and led to a proliferation of cannabis advertisements including billboards, electronic advertising, and other platforms.

In response to cannabis legalization, the San Francisco Department of Public Health (SFDPH) spearheaded a youth-focused cannabis education campaign called *Truth or Nah*. The campaign leveraged a harm reduction approach and focused on providing education surrounding cannabis use and its possible impacts; in contrast to abstinence-focused messaging. This campaign used empirically-based answers to questions such as "No one gets addicted to weed, right?" and "Are edibles safer than smoking or vaping weed?"

CCSF seeks to use BSCC funding to either amplify the *Truth or Nah* campaign or engage a 3rd party to iterate a similar campaign. Key objectives include:

1. Increase youth engagement with the campaigns messaging, and increase youth interaction with the OOC;
2. Increase visibility through the circulation of new physical ads;
3. Increase usability and interaction through new digital platforms, including the number of website users and clicks.

CCSF's renewed effort will expand on its current cannabis-related work and improve the reach of cannabis prevention efforts. Due to the nature of media consumption in younger populations, it will be important to expand the use of social media to convey cannabis information. To further support the accessibility of this campaign, CCSF intends to translate materials in Spanish, Chinese, and Filipino.

PPA 2: Public Health

To date, there are approximately 300 commercial cannabis business applications for 400+ cannabis business permits. The OOC issued 19 permanent permits to social equity applicants and 142 temporary permits, mostly to supply chain operators. Additionally, the OOC supports 35 medical cannabis dispensaries endeavoring to transition to adult-use status.

A regulated cannabis industry is critical to ensuring public health. The availability of regulated cannabis and cannabis products may decrease unregulated cannabis use and help mitigate the dangers associated with unregulated cannabis use for both minors and adults. Unregulated cannabis products are not subject to safety standards or lab testing, and are potentially dangerous. In order to realize a robust and regulated local cannabis industry, the OOC must continue to process permit applications and support operators with permit renewals.

The OOC permitting process includes a pre-permit on-site inspection by an OOC inspector. Once permitted, operators require another annual inspection for permit renewal. The OOC will leverage Prop 64 PH&S grant funds to hire an additional inspector so that the OOC may more readily provide inspections, prior to permit issuance and permit renewals.

PPA 3: Public Safety

The OOC believes that there are significant unregulated commercial cannabis activities within its jurisdiction. These activities are often clandestine, and are sometimes protected by surveillance equipment or armed security personnel. The consequences of illegal operations are multipronged, including the potential for unsafe product and the use of illegally generated revenue to fund other illegal activities.

Addressing the unregulated market is an interdepartmental exercise that often includes the City Attorney's Office (CAT) and the San Francisco Police Department (SFPD). **Because general cannabis enforcement by SFPD is its statutorily lowest law enforcement priority,[1] the OOC is often responsible for investigating and enforcing against the unregulated cannabis market.**

In light of the safety issues posed by illegal operators, it is important that the OOC secure additional resources and personnel to combat the unregulated market.

Evaluation Overview

The evaluation of CCSF's Prop 64 PH&S Grant program is based on the development of logic models for each PPA. Process and outcome related questions are shown in *Figure 2*; goals and objectives are shown in *Figure 3*. Logic models may be viewed under Appendix A.

Figure 2: Evaluation Questions

Process-Related Evaluation Questions	Outcome
• What challenges were encountered for implementation? • What modifications were needed to overcome challenges for implementation? • What are lessons learned to improve programming efforts?	• Which grant activity is seen as the most valuable? • Did external factors influence program outcomes? • Did grant activities benefit certain audiences over others?

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[1] San Francisco Administrative Code § 96B.5.

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Research Design

CCSF's grant evaluation involves mixed methods including quantitative and qualitative data to inform both process and outcome evaluations. *Figure 3* below is an evaluation matrix which describes the nature of each objective – whether it's process or outcome oriented, the source of data, and the frequency of data collected. Quantitative data is used to document both process and outcome-related objectives. Qualitative data will inform the evaluation with insights about communications, cross-departmental efforts, and challenges and success encountered over the administration process for each PPA.

Process Evaluation

The process evaluation centers on the extent of administration and completion of grant activities. This evaluation includes both quantitative and qualitative data to assess the quality of administration, identify challenges, and improvement efforts. All PPAs include both a process and outcome evaluation.

Figure 3: Grant Goals and Objectives by PPA

PPA/Agency	Goals	Objectives
PPA 1: Youth Development/Youth Prevention & Intervention **Conducted by:** Office of Cannabis and either SF Department of Public Health or 3rd Party.	1. Equip youth with information regarding truths and myths associated with cannabis use.	a. By 2024, increase the visibility of a cannabis-related youth campaign via posters, pamphlets, other physical advertisements, and through social media. b. By 2024, increase website engagement. c. By 2024, increase campaign accessibility by providing culturally and linguistically competent materials (i.e. translating materials in Chinese, Spanish, and Tagalog.)
PPA 2: Public Health **Conducted by**: Office of Cannabis	1. Increase the number of inspections conducted by the OOC for cannabis business permit issuance and renewals. 2. Train staff on public health inspection skills	a. By 2024, increase the number of health inspections for cannabis business permit applicants. b. By 2024, increase the number of health inspections for cannabis business operators.
PPA 3: Public Safety **Conducted by:** Office of Cannabis	1. Increase investigations into reported violations of cannabis regulations 2. Train staff on public safety inspection skill	a. By 2024, increase the identification of unpermitted commercial cannabis sites. b. By 2024, increase the rate of investigating or referring to appropriate departments cannabis complaints associated with the illicit market.

Outcome Evaluation

Outcome evaluation helps to measure the change in conditions for targeted populations. The outcome evaluation will provide insight on the effectiveness of implemented measures and highlight areas for improvement. For PPA1, the outcome measures are based on both the number of campaign advertisements and website engagement. For PPA 2, the outcome measures are based on the number of inspections and whether it reduces the time for both permit issuance and permit renewal. For PPA 3, the outcome measures are based on the volume of inspections for illicit operators, penalties imposed, and complaints resolved.

The OOC will design outcome measures, develop and implement improvement plans, and evaluate the effectiveness of the program areas.

Data Sources and Data Collection

The data sources and data collection by PPA regarding goals, objectives, and the description of objectives as either process or outcome related, and frequency of data collected are provided below within *Figure 4: Evaluation Matrix.*

Quantitative Data Collection

See *Figure 4: Evaluation Matrix* for the quantitative data collection overview. Note that PPAs 2 and 3 will be measured, in part, by both the OOC's internal databases and a shared complaint database between the OOC and SF 311 – the primary customer services center for the City and County of San Francisco.[2]

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[2] https://sf311.org/.

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Figure 4: Evaluation Matrix

PPA	Goal	Objective	Process or Outcome	Data Source	Collection Frequency
PPA 1: Youth Development/ Youth Prevention	1. Equip youth with information regarding truths and myths associated with cannabis use to limit youth access and exposure to cannabis and cannabis products.	a. By 2024, increase the visibility of a cannabis-related youth campaign via posters, pamphlets, other physical advertisements, and through social media.	Outcome	Number of marketing materials	Quarterly
		b. By 2024, increase website engagement.	Outcome	Website analytics	Quarterly
		c. Increase campaign accessibility by translating materials in Chinese, Spanish, and Tagalog.	Process	Translated materials	Ongoing
PPA 2: Public Health	1. Increase inspections associated with cannabis business permit issuance and renewals. 2. Train staff to support permit issuance and renewals.	a. By 2024, increase the number of inspections for cannabis business permit applicants. b. By 2024, increase the number of inspections for cannabis business operators. c. Train staff to equip personnel with skills to conduct these inspections.	a. Outcome b. Outcome c. Process	a. OOC database b. OOC database c. Staff engagement	a. Ongoing b. Ongoing c. Ongoing
PPA 3: Public Safety	1. Increase investigations associated with illicit activity complaints. 2. Train staff to support investigations	a. By 2024, increase the identification of unpermitted commercial cannabis sites. b. By 2024, increase the rate of inspecting or referring cannabis complaints associated with the illicit market. c. Train staff to equip personnel with skills to conduct these inspections.	a. Outcome b. Outcome c. Process	a. OOC and 311 databases b. OOC and 311 databases c. Staff engagement	a. Ongoing b. Ongoing c. Ongoing

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Figure 5: Quantitative Data Sources

PPA	Data Source	Quantitative Data to be Accessed
PPA 1: Youth Development/Youth Prevention	Youth Development/Youth Prevention Campaign	• Number of physical advertising materials circulated. • Social media analytics.
	Youth Development/Youth Prevention Website	• Website analytics reflecting number of visitors.
PPA 2: Public Health	Applicant Inspections – Excel and Screendoor Databases	• Commercial cannabis business applicants seeking commercial cannabis business permits.
	Operator Inspections – Excel and Screendoor Databases	• Commercial cannabis operators seeking cannabis business permit renewal.
PPA 3: Public Safety	Complaints – Verint and Excel Databases	• Complaints investigated via Verint case management. • Complaints referred to appropriate departments via Verint case management.
	Illicit Activities – Verint and Excel Databases	• Complaints investigated via Verint case management. • Complaints referred to appropriate departments via Verint case management. Warnings or violations issued.

Qualitative Assessment Collection

OOC will collect qualitative information about each PPA via community outreach. The purpose of community outreach is to solicit perspectives regarding each program's implementation and impact. Although community outreach is not described as official measurements of objectives for each PPA, this effort will be helpful to solicit community feedback to learn more about program effectiveness. For example, if the OOC's increased responsiveness to complaints is not felt by the community, then this information will be helpful to know where gaps may exist. Likewise, it'll be interesting to know whether OOC's increased responsiveness *encourages* additional complaints.

The OOC accomplishes outreach in a number of ways, including, but not limited to: frequent communications to its distribution list, participation during Cannabis Oversight Committee meetings,[3] engagement at community events, and listening sessions.

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[3] https://officeofcannabis.sfgov.org/meetings/oversight-committee.

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Logic Models

CCSF's Logic Models for each PPA is included as Appendix A to this evaluation plan.

Data Analysis

Quantitative data will be analyzed using methods associated with quantitative data analysis. Qualitative data analysis will be used to contextualize the administrative efforts of each PPA. Pursuing these two approaches will help to provide a well-rounded evaluation of each PPA effort.

Quantitative Data Analysis

Quantitative data for each PPA will be analyzed using various analytical tools. For PPA 1, the volume of campaign advertising materials will be used to understand the breadth of the campaign's reach via physical means. Social media and website analytic tools will be used to understand the extent of reach and efficacy of the campaign on an electronic platform.

For PPAs 2 and 3, both the OOC's and 311's data management systems will be used to track volume and responsiveness over time.

Qualitative Assessment Analysis

Qualitative analysis across PPAs will be conducted via community outreach to determine prominent themes and response patterns within and across groups and questions.

Data Management

PPA 1 will be managed collaboratively between the OOC, SFDPH, and/or 3rd party vendors. The OOC will check-in with its partners on a quarterly basis and ahead of quarterly reporting. There will also be ongoing cooperation and communication to ensure that data collection tools are working properly, evaluation activities are administered, timelines are being met, and challenges are being addressed.

The data management for PPA 2 and 3 will be conducted internally. Specifically, the OOC maintains internal databases via excel and its permitting platform, Screendoor. Moreover, the OOC collaborates with 311 regarding its Verint management tool which helps to track cannabis-related complaints.

Project Management

The OOC will spearhead and maintain communications across stakeholders to ensure both that timelines are being met and challenges are being addressed. Additionally, meeting with stakeholders will help to maintain momentum as a part of program administration. Taking a collaborative approach will help to iterate administration, as needed, to accomplish the scope of work across PPAs.

Training and Technical Assistance

The OOC will provide training and technical assistance to its staff regarding the evaluation and data management for each PPA. This includes the development of data collection processes, procedures, and community outreach. The OOC holds regular internal meetings which will help support the principal of over-communication as it relates to the progress of all PPAs.

Evaluation Timeline and Reporting

CCSF will comply with the BSCC's reporting timelines:

- **Quarterly Progress Reports:** The OOC will work with its internal partners to deliver the required Quarterly Progress Reports. As of the date of this evaluation plan, the due dates are as follows: (i) November 15, 2021[4]; (ii) February 15, 2022; (iii) May 15, 2022; (iv) August 15, 2022; (v) November 15, 2022; (vi) February 15, 2023; (vii) May 15, 2023; (viii) August 15, 2023; (ix) February 15, 2024; (x) May 15, 2024; (xi) June 15, 2024.

- **Local Evaluation Report:** The OOC will deliver the Local Evaluation Report to the BSCC by March 31, 2024.

- **Financial Audit**: The OOC will likely work with an independent City partner (i.e. Office of the Controller) or a 3rd party to provide the BSCC with a financial audit by October 31, 2024.

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[4] The BSCC consolidated the first two reporting periods of May 1, 2021 to June 30, 2021 and July 1, 2021 to September 30, 2021 which are both due Novembers 15, 2021.

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Appendix A: Logic Models

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Logic Model: PPA 1

Project Goals:

Goal 1: PPA 1: Equip youth with information regarding truths and myths associated with cannabis use to limit youth access and exposure to cannabis and cannabis products.
Goal 2:
Goal 3:

Inputs ➡	Activities ➡	Outputs ➡	Outcomes ➡	Impacts
* Staff time for program development and monitoring. * Financial support via Prop 64 PH&S grant funds to programmatic partners. * Community outreach to targeted populations and institutions. *Evaluation support to document and review program administration and outcomes.	A) Re-launch the youth-targeted campaign via physical advertising means. B) Re-launch the youth-targeted campaign website and highlight its availability. C) Re-launch the youth-targeted campaign materials to be translated in Chines, Spanish, and Tagalog.	A) Refreshed physical advertising materials such as posters and pamphlets. B) Refreshed website materials and circulation to the community. C) Translate advertising materials to Chinese, Spanish, and Tagalog.	A) By 2024, increase the visibility of a cannabis-related youth campaign via posters, pamphlets, other physical advertisements, and through social media. B) By 2024, increase website engagement. C) By 2024, increase campaign accessibility by translating materials in Chinese, Spanish, and Tagalog.	A) Educational materials to equip youth audiences with information to make informed decisions when it comes to consuming cannabis and cannabis products. B) Increased website traffic to provide youth with ongoing cannabis-related resources. C) Widen target audience by having materials translated into a total of four languages.
Planned Work		Intended Result		

Logic Model: PPA 2

Project Goals:

Goal 1: Increase inspections associated with cannabis business permit issuance and renewals.
Goal 2: Train staff to equip personnel with skills to support cannabis business permit inspections and renewals.
Goal 3:

Inputs ➡	Activities ➡	Outputs ➡	Outcomes ➡	Impacts
* Staff time for program development and monitoring. * Train staff to competently navigate cannabis business permit issuance and renewals. **Evaluation support to document and review program administration and outcomes	A) Pre-permit inspections B) Permit renewal inspections. C) Compliance inspections in response to complaints from other enforcing agencies (e.g. SFDPH).	A) Identify applicants in the permit pipeline to prep inspections. B) Identify permitted operators to prep yearly renewal inspection. C) Hold meetings and 1:1 training for staff members.	A) By 2024, increase the frequency of inspections for cannabis business permit applicants. B) By 2024, increase the frequency of inspections for cannabis business operators. C) Train staff to equip personnel with skills to conduct these inspections.	A) Increase frequency of pre-permit inspections B) Increase frequency of permit renewal inspections. C) OOC staff to be equipped with skills to conduct inspections to ensure operational continuity.
Planned Work		Intended Result		

Logic Model: PPA 3

Project Goals:

Goal 1: Increase investigations associated with illicit activity complaints.
Goal 2: Train staff to equip personnel with skills to support investigations.
Goal 3:

Inputs ➡	Activities ➡	Outputs ➡	Outcomes ➡	Impacts
* Staff time for program development and monitoring. * Train staff to competently navigate cannabis complaints and investigating the illicit market. **Evaluation support to document and review program administration and outcomes.	A) Streamline the cannabis complaint system to ensure relevant complaints are received by the OOC. B) Address cannabis-related complaints regarding illicit activity. C) Train staff.	A) Identify applicants in the permit pipeline to prep inspections. B) Identify permitted operators to prep yearly renewal inspection. C) Hold meetings and 1:1 training for staff members.	A) By 2024, increase the identification of unpermitted commercial cannabis sites. B) By 2024, increase the rate of resolving cannabis complaints associated with the illicit market. C) Train staff to equip personnel with skills to conduct these inspections.	A) Mitigate illicit cannabis activity and deter bad actors. B) Heightened responsiveness to complaints may encourage additional tips to the OOC. C) OOC staff to be equipped with skills to address illicit cannabis activity.
Planned Work		Intended Result		