

# City of Fresno Proposition 64 Public Health and Safety Grant Program Local Evaluation Plan (LEP)

Proposition 64 Public Health Prevention and Public Safety Education

“Collaborative Effort to Address the Affects of the Legalization of Cannabis  
Involving Our Youth”

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64 Public Health and Safety (PROP 64 PH&S): Cohort II Grant Program

## **Project Background**

The City of Fresno, in partnership with the City of Mendota, Fresno Economic Opportunities Commission (Fresno EOC), and the Boys and Girls Club of Fresno County submitted a grant proposal to the California Board of Community Corrections (BSCC) Proposition 64 Public Health and Safety Grant Program on January 29, 2021. Our proposal was funded by BSCC for \$1,958,057 to provide community services and public safety programs in Fresno and Mendota relating to the implementation of Proposition 64 and impacts of the legalization of the cultivation and sales of recreational cannabis on local community youth and young adolescents.

Our project blends two distinct criminological objectives and components. The Public Health aspect provides mental health, substance abuse services, and internships to youth and young adolescents residing in the Cities of Fresno and Mendota. The Public Safety aspect involves the Fresno and Mendota Police Departments providing enforcement, community outreach and education to the residents and businesses within both respective cities (i.e. related to crime and calls for service). Projects funded under this grant program assist community groups and law enforcement effort to address public health and public safety issues associated with the implementation of *California's Control, Regulate, and Tax Adult Use of Marijuana Act (AUMA)*.

There are at least two primary strategies to combat crime and juvenile delinquency within a community. One approach emphasizes proactive crime prevention and reduction strategies and programs focusing on the root of the problem—for example education and workforce development opportunities. Another is a reactive approach focused on crime interdiction, law enforcement, and formal criminal justice processes. Prevention strategies draw on both approaches, with the preferred strategy found through community engagement, public health, and enhanced local and personal resiliency. After all, if we can better prepare at-risk youth and young adults to avoid the pitfalls of the cycles of addiction and substance abuse, then we should guide our activities in that direction. If we can build the resiliency of the local community, then we should increase our capacity to effectively respond to local developmental and environmental threats that may drive self-destructive and potential anti-social behaviors.

The City of Fresno Proposition 64 Grant Project intends to enhance and support community partners and programs whose primary mission is crime reduction, and enhanced public safety. Effective violence intervention and response programs and services are essential in communities such as ours with areas of concentrated poverty and high crime. The City of Fresno project involves the expertise of key community providers to have a positive impact on the lives of at-risk youth and young adults, including collaborative partners with the City of Mendota, Fresno Economic Opportunities Commission (Fresno EOC), and the Boys and Girls Club of Fresno County and a good number of specific projects directed at different facets of the complex California Proposition 64 cannabis policy issue.

## **Introduction to the City of Fresno, City of Mendota, and Key Partners**

In terms of introduction and context, Fresno is the 5th largest city in California, serves as the County seat, and has a 2022 estimated population of 545,567. According to U.S. Census data for the City of Fresno, 28.2% of residents were persons under the age of 18, 50% Hispanic or Latino, 23.6% with Bachelor's Degree or Higher (Age 25 years+), and 22.9% of Persons in

Poverty (<https://www.census.gov/quickfacts/fresnocitycalifornia>, accessed electronically on 6/14/2023). Forty five miles west of Fresno lies the partnering agricultural City of Mendota, “the Cantaloupe Center of the World.” Mendota has an estimated 2022 population of 12,618. According to recent U.S. Census data for Mendota, 28.2% of residents were under the age of 18, 50% Hispanic or Latino, 23.6% with Bachelor’s Degree or Higher (Age 25 years+), and 22.9% Persons in Poverty (<https://www.census.gov/quickfacts/fact/table/mendotacitycalifornia> accessed electronically on 6/14/2023).

## **Fresno EOC**

Fresno EOC operates over 30 programs across 15 service areas that serve more than 100,000 people annually, providing a comprehensive array of services that fight poverty and its root causes for all ages. In terms of community partnerships, Fresno EOC provides youth job training/internships and conducts youth outreach through its Training and Employment (T&E) programs as well as follow-up services like support groups, resume updating, job application assistance, and interview preparation. In addition, conduct monthly, youth-focused activities in the City of Mendota, including but not limited to peer support groups, drug-alternative social events, and LGBTQ+ safe spaces.

## **Boys and Girls Clubs of Fresno County**

The Boys & Girls Club will provide a range of programs and curriculum to youth focused on drug and gang prevention, personal choices and development, and academic support. Programs include the Phoenix Curriculum, What’s Important to you? Understanding Your Feelings, Problem Solving, Risk Factors, and Protective Factors; Street SMART, Career Launch, Junior Staff- Work Experience, and Power Hour. Under this program, we will implement five youth prevention programs for youth in ages ranging from 10-18 in the Cities of Fresno and Mendota that increase resistance skills and teach participants to problem solve in risky situations in the following areas:

- a. Drug prevention and intervention;
- b. Personal values, decision making, and emotional intelligence education;;
- c. Gang and violence prevention;
- d. Job and career education and;
- e. Homework help and tutoring.

## **History in the Community**

The mission of the City of Fresno Police Department (FPD) is to preserve the trust of our community by providing a safe and secure place to work and live in. The City of Fresno is divided into five policing districts: Southwest, Central, Southeast, Northeast, and Northwest. Violent crime is primarily concentrated in the Southwest, Central, and Southeast Districts of the city. The Fresno Police Department has coordinated and implemented intervention programs that comprehensively focused on prevention through strong partnerships with local community-

based organizations. Many of these prevention and crime reduction projects have been federal and/or state funded, effective, and widely appreciated within the community. One project, for example, involved the implementation and effective use of forensic bullet casing analysis in conjunction with the U.S. Department of Justice NIBIN shell case registry. With numerous homicides locally, citizens feel safer when guns and ammunition are taken off the streets and from the hands of prospective offenders.

The Mendota Police Department (MPD) and Mendota Unified School District have fostered a great working relationship and created a trusting connection among parents, schools, and school officials. These and other community improvement programs provide better linkages and an enhanced sense of community between the grantee and the Fresno and Mendota population. Because of such public safety programs, community-based partnerships, neighborhood outreach, and violence reduction programs, the grantee enjoys a positive relation within the city and enhanced cooperation. Projects and services that support City of Fresno and Mendota neighborhood initiatives and community involvement enhance opportunities and quality of life for our families and further deepen ties and local support for public safety agencies and educational institutions.

In terms of additional partners, Fresno EOC provides many key local programs and services, including youth job training, internships, and outreach. Boys & Girls Club also provides a range of activities, recreational opportunities for youth, including drug and gang prevention, understanding the value of good personal choices, development, and academic support. Both community partners contribute significantly to making the City of Fresno and City of Mendota a safer and better place to live, work, and raise families.

**Explanation of Activities and/or Services-** The purpose of this funded grant project is to provide services to local youth and young adolescents on the impacts of the legalization of cannabis. The public health grant purpose provides mental health and substance abuse services and internships/apprenticeships to the youth and young adolescents who reside in the City of Fresno and the City of Mendota. The City of Mendota will conduct twelve meetings and six events annually for youth, including volunteer opportunities, community walk-a-thons, freestyle painting events, karaoke nights, socializing opportunities between youth and local senior citizens. The Fresno and Mendota Police Departments will provide community outreach and education programs as well enforcements efforts and research on the impacts of the legalization of cannabis in the local area.

**Project Purpose Area 1 (PPA#1)- Youth Development/Youth Prevention and Intervention**

With the legalization of marijuana for users 21 years and older, there is a greater need to inform youth and young adults about the negative consequences of substance abuse. This is due in part because of expanded marijuana availability and products, particularly in common modalities like vaping, consumables/edibles, sports-like drinks, and numerous other products that may have appeal to youth and younger prospective users. Like many California communities, Fresno has a need for effective early prevention and intervention strategies and programs for younger people

who will benefit from youth development and prevention-based activities. As such, grant funds are directed at programs and services directed at helping youth and young people with coping skills and knowledge necessary for enhancing personal resiliency and to promote success within the community. The Cities of Fresno and Mendota and community partners have experience with youth prevention/intervention activities designed to prevent substance abuse and addiction by promoting healthy behaviors within our communities.

**Project Purpose Area 2 (PPA #2)- Public Health:**

It is very important to incorporate the public health approach and perspective into broader discussions of substance abuse and addiction. One key tenet of the public health approach is the focus and value of prevention strategies of an issue before it becomes difficult to manage as a social problem. Additional tenets of the public health approach is a differentiation of strategies related to primary (normal risk factors), secondary (at-risk), and tertiary (formal criminal justice impacted) approaches. In other words, supporting youth and young adults to establish healthy behaviors in the quest to successful adulthood is the best alternative to an unhealthier life of substance abuse, addiction, and criminal behavior through bad decisions which often results in a variety of hardships to the community and individuals involved.

**Project Purpose Area 3 (PPA #3)- Public Safety:**

The City of Fresno and the City of Mendota are also dedicated to Project Purpose Area 3: Public Safety to more broadly address the safety concerns of cannabis.. The City of Fresno will fund a Community Services Officer to help build trust in the community. The City of Mendota will also fund a Community Services Officer who will conduct public outreach and education events. The capacities of the City of Fresno and City of Mendota will be expanded to meet the challenges associated with cannabis legalization while improving community relations and trust with law enforcement. These include neighborhood watch meetings, performing community outreach (including at schools), and public education about the harms of substance abuse and addiction.

In addition, to inform the community about the issues of unregulated cannabis locations, both cities will conduct enforcement and inspections on businesses not in compliance or those businesses operating on the black market. Geographic Information Systems (GIS) data will be collected and analyzed to determine differences in serious crime patterns and trends around these regulated and unregulated recreational dispensary locations.

**Description of Similar Efforts in the Region-** Currently there are a handful of general substance abuse prevention/intervention programs at the school level. However, the Cities of Fresno and Mendota lack a coordinated and comprehensive approach to address public health and safety needs associated with AUMA.

**Target population-** Program services, events, and activities provided are directed at youth and young adults residing in the Cities of Fresno and Mendota and drawn from low-income/high poverty areas. This is where target program participants would benefit significantly from youth development, youth prevention, and intervention programs. In addition, students from Fresno and Mendota will be a key population of interest and will be engaged with through connections with School Resource Officers (SROs). We seek to reduce specific individual risk factors for youth and young adult substance abuse and addiction as well as promoting healthy behaviors and neighborhood environments through engagement with this target population.

**Define the criteria used to determine participant eligibility of the Target Population:**

Target population program participant eligibility is drawn from youth in high poverty neighborhoods in Fresno, including residents in the central, southwest, and southeast policing districts. In Mendota, target population participants are drawn from youth and young adults in high poverty neighborhoods, with approximately 40.9% of current residents living below the federal poverty level. Given that Central Valley California is a high poverty concentration area, there are numerous youth and young people that will meet participant eligibility for program services, activities, and events.

**Describe the process for determining which intervention(s) and/or services a participant needs and will receive:**

There are a variety of participant services, events, and activities that will be made available within the Cities of Fresno and Mendota. Local clinical psychologists and substance abuse counselors will provide therapy and counseling for youth and young adult referrals from project partners within the community. An additional source for determination of intervention strategies is through leveraging the experience of campus SROs. We will provide direction and intervention strategies for the project with **all** partners to facilitate the referral process to various interventions as well as participant case management.

**Table 1: Process and Outcome Evaluation Questions:**

<b>Process-Related Eval Questions</b>	<b>Outcome-Related Eval Questions</b>
1. What are program challenges found in the implementation process?	1. What is the local impact of the grant activity?
2. How were these implementation challenges modified and resolved?	2. How many participants were involved in program services, events, and activities?
3. Program “best practices” learned to apply to enhance future programmatic activity?	3. Were serious crime rates impacted by nearby legal dispensary and unregulated cannabis market locations?

**Table 2: Project Purpose Areas, Project Goals, and Objectives:**

<b>Project Goals</b>	<b>Project Objectives</b>
PPA #1- Youth Development/Youth Prevention and Intervention:  Goal #1- Improve the lives of youth by providing opportunities for them to build competencies needed to become successful adults.	A. 27 youth will successfully complete a paid 150-hour internship program and be better prepared to enter either higher education or employment.  B. 175 youth will participate in the youth programming that will increase resistance skills and develop problem solving skills for risky situations.
PPA #2- Public Health:  Goal #2- Improve the lives of youth by supporting them in establishing healthy behaviors needed to become successful adults.	A. 300 youth will receive therapy and substance abuse counseling services.  B. 50 youth will participate in the Street SMARTS evidence-based gang and violence prevention programs.
PPA #3- Public Safety:  Goal #3- Improve public safety in the communities of Fresno and Mendota through education and community service.	A. 740 youth will be reached through School Resource Officers (SROs) and Community Service Officers (CSOs).  B. Improve community perceptions and relationships with law enforcement.

### **Process Evaluation Method and Design**

#### **Research Design:**

The grant process evaluation includes mixed methods utilizing both quantitative and qualitative data collection and means for analysis. Administrative and participant data will be collected from project organizations for both PPAs to document the process, challenges, barriers, and successes for these types of services, activities and services found within the project. In addition, we seek process evaluation and analysis to guide future experience and programmatic enhancements in this very important area of public health and safety.

#### **The plan to document activities within the project and/or services provided to participants:**

Grantee and subcontractor organizations will maintain a record of all participant program services, activities, and events via written documentation to include (when relevant) daily time sheets, attendance sign in sheets, or activity reports in accordance with the grant guidelines and reporting requirements. Program related performance measures and data will be analyzed to assist program outcome improvement metrics and input into quarterly progress reports.



**How participants' progress and program activity will be tracked:**

It is essential that all participant progress and program service, activity, and event attendance completion is effectively tracked and carefully documented. All grantee organizations will track program participant start dates, program attendance, number of services, activities, events participated in, the number of participants who do not complete the respective intervention, and the number of successful participant intervention completions. Program related performance measures and data will be inputted into quarterly progress reporting.

**Process variables and how they will be defined and measured (tools/instruments used to collect the data and frequency of collection).**

The following process variables will be tracked throughout the grant funding period to ensure effective program implementation, allow for meaningful performance data on the provision of services, activities, and events; and allow for prospective future program recommendations and modifications for “best practices” to aid in sustainability down the road.

Table 3: Process Variables Defined and Measured

Process Variables	How Measured	Data Sources	Collection- Frequency
1. What are program challenges found in the implementation process?	Partner feedback on project planning, organization, and implementation.	Qualitative data from program personnel.	Quarterly
2. How were these implementation challenges modified and resolved?	Modifications and resolution of issues found in project design/implementation.	Qualitative data from program personnel.	Quarterly
3. Program “best practices” learned to apply to enhance future programmatic activity?	Program personnel comments on “best practices” learned.	Qualitative data from program personnel.	Annually

**How the process data will be collected, and the data source(s) used.**

Process evaluation data will be collected through regular discussion with grant partners related to project planning, organization, and implementation. Process related issues raised during these project phases will be captured for analysis. In addition, this data will also be utilized (as relevant) to guide prospective programmatic modifications necessary to enhance the program implementation process, efficiency in operations, and maximize program value to the community.

**Project-oversight structure and overall decision-making process:**

Project oversight and administration conducted by the Fresno Police Department, including financial management and responsibility for grant performance reporting. The administration team



will work in conjunction with personnel with project organizations in the decision-making process and fine-tuning of program/activity/service provision and delivery to youth and young adult participants. Also, performing site monitoring visits of partnering agencies to ensure compliance with the grant guidelines, meeting coordination with service providers and advisory boards, and community meetings as well as budget development and implementation.

**How project components are monitored, determined effective, and adjusted as necessary:**

All project components (including programs, activities, and services) will maintain records of all program activities via time sheet or activity report in accordance with grant guidelines and reporting requirements. The lead agency will track related activities and perform site monitoring visits of partnering agencies to ensure compliance with grant guidelines, meeting coordination with service providers/advisory boards/community meetings, and all budgetary items. Problems discovered through the implementation process will be adjusted as necessary for enhanced project and participant performance. All program related performance measures and data will be inputted for quarterly progress reporting as well.

**How quantitative and qualitative process data will be analyzed. Describe the statistical tools used to analyze quantitative data (e.g., descriptive statistics, chi-square) and methods used for analyzing qualitative data (identifying themes, content analysis, etc.).**

**Quantitative data** on participants will be analyzed via descriptive statistics on program services, activities, and events, including attendance and participation, number of participants who do not complete respective interventions, and number of successful participant completions.

**Geographic Information Systems (GIS) data** will be utilized to analyze public safety activity related to regulated and unregulated dispensaries and serious crimes (homicide, robbery, and aggravated) within 250- and 500-foot radii of these locations for comparison purposes.

**Qualitative data** (often process related) will be analyzed through key theme and word analysis. Many of these qualitative data points will be found through group meetings and discussions, etc. and are more suited to theme and content analysis type methods of analysis.

## **Outcome Evaluation Method and Design**

**The research design for the outcome evaluation (e.g., pre-/post-test, mixed methods, comparison groups).**

The program outcome evaluation includes mixed methods utilizing both quantitative and qualitative data collection and varied means for analysis. Participant data will be collected from project organizations for both PPAs to document outcomes for program services, activities and services provided to program participants. In addition, we seek to conduct crime mapping and analysis to determine and compare serious crime rates (homicide, robbery, and aggravated assault) near regulated cannabis dispensaries with unregulated dispensaries.

**Evaluation questions. These are the questions the outcome evaluation will answer.**

**Table 4: Outcome Evaluation Questions:**

<b>Outcome-Related Evaluation Questions</b>
1. What is the local impact of the grant activity?
2. How many participants were involved in program services, events, and activities?
3. Were serious crime rates impacted by nearby legal dispensary and unregulated cannabis market locations?

**Table 5: Estimated number of activities, participants expected to receive each type of intervention/ service and criteria for determining participant success in the project:**

<b>Activity</b>	<b>Participant Numbers</b>	<b>Criteria for Participant Success</b>
Paid 150-hour internships	30 (15-Fresno/15Mendota)	27 successfully complete
Youth Resistance Skills Programs (5)	175	157 successfully complete
Therapy/Substance Abuse Counseling	300	270 successfully complete
Street SMART Program	50	45 successfully complete
SRO/CSO Education Programs	740 (Fresno)	665 successfully complete
City of Mendota Programs	2,520	2,268 successfully complete
<b>TOTAL</b>	<b>3,815</b>	

**Criteria for determining activity completion and/or success in the project.**

Project services, activity, and event participation completion are key criteria for the measuring and determination of objective program outcomes and successes. Thus, we are interested in completion rates for all project participation components (i.e. internships, summer events, activity attendees, etc.). The number of participants/number of activity completions will be documented so we can calculate numbers of participants served in the Cities of Fresno and

Mendota through this project. In addition, we track all program related performance measures and data input for quarterly progress reporting.

**Outcome variables, how they are defined and measured (tools/instruments used to collect the data, and frequency of collection), and data source(s) used:**

Table 3: Outcome Variables Defined and Measured- PPA1/PPA2/PPA3

<b>Outcome Variables</b>	<b>How Measured</b>	<b>Data Sources</b>	<b>Frequency of Collection</b>
1. Youth and Young Adult Project Service, Activities and Event participants.	Number of Participants.	Service, Activity, and Event logs	Daily, Monthly, Quarterly
2. Participate and lead neighborhood watch meetings in districts requesting education on the impacts of legalization of cannabis.	Number of neighborhood watch meetings participated in/led.	Fresno Police Department,  Mendota Police Department  Project Staff	Monthly, Quarterly
3. Perform community outreach at schools and related duties.	Number of community outreach meetings/ events/hours spent/ etc.	Fresno Police Department,  Mendota Police Department  Project staff	Monthly, Quarterly
4. Conduct enforcement and inspections on businesses not in compliance or those businesses operating on the black market.	Number of enforcement/inspections on businesses not in compliance.  Number of enforcement/inspections on businesses operating in the black market.	Fresno Police Department,  Mendota Police Department	Monthly, Quarterly Annually
5. GIS Analysis of Serious Crime Rates at Regulated and Unregulated Cannabis Dispensary Locations.	Calls for Service, Crime rates for homicide, robbery, and aggravated assault 250- and 500- feet from regulated and unregulated dispensary locations.	Fresno Police Department,  Mendota Police Department	Monthly, Quarterly Annually

**How quantitative and qualitative outcome data will be analyzed. Describe the statistical tools used to analyze quantitative data (e.g., descriptive statistics, chi-square) and methods used for analyzing qualitative data (identifying themes, content analysis, etc.).**

**Quantitative data** on participants will be analyzed via descriptive statistics on program services, activities, and events, including attendance and participation, number of participants who do not complete respective interventions, and number of successful participant completions. Additional data points will be generated through a variety of neighborhood watch (and other community and educational meetings, discussions, events, activities, etc.

**Geographic Information Systems (GIS) data** will be utilized to analyze public safety activity related to regulated and unregulated dispensaries and serious crimes (homicide, robbery, and aggravated) within 250- and 500-foot radii of these locations for comparison purposes.

**The strategy for determining whether outcomes are due to the project and not some other factor(s) unrelated to the project:**

Given significant numbers of external factors related to youth and young adult development and involvement with substance abuse and addiction, these outcomes are likely beyond the scope of this grant project. However, given significant participation and interactions, these program services, events, and activities successes may be determinable. In addition, crime mapping and analysis should shed some light on enhanced public safety benefits (and outcomes) related to crime rates between regulated and unregulated cannabis dispensary locations.

**Project components that do not involve participants, the plan to document activities (e.g., code enforcement, investigations, system/equipment updates):**

We will utilize GIS data and tools to analyze a variety of key serious crime measures to compare criminal activity near regulated and unregulated cannabis dispensary locations. This includes Cities of Fresno and Mendota Police Department Calls for Service and Reported Crimes GIS data as specified above.

# Project Logic Model:

Project Purpose Areas (PPAs) and Goals:

Project Goals:

Goal #1- Improve the lives of youth by providing opportunities for them to build competencies needed to become successful adults. (PPA #1- Youth Development/Youth Prevention and Intervention)

Goal #2- Improve the lives of youth by supporting them in establishing healthy behaviors needed to become successful adults. (PPA #2- Public Health)

Goal #3- Improve public safety in the communities of Fresno and Mendota through education and community service. (PPA #3- Public Safety)

Inputs/Resources	Activities	Outputs	Outcomes	Impacts
<b>2023 Prop 64 Project- Cities of Fresno and Mendota</b>				
Staffing	Project services, activities, and events	Administer and manage activities.	Increase engagement with participants and community.	Effective substance abuse and addiction interventions.
Interns (students)	Paid Internships	Enroll 30 youth into paid internship positions.	Youth work experience.	Increased personal resiliency and employability.
Programs & Participants	Youth Programming; Therapy and Counseling; gang and violence prevention activities;	Enroll 2985 youth into programs, services, activities and events..	Exposure to project services, activities, and events during grant period.	Enhanced personal resiliency and healthier decisions.
Curriculum	Curriculum development, implementation, and evaluation.	Increased capacity of Substance Abuse and Addiction training in local area.	Healthier behavior and enhanced decision-making skills.	More local capacity for substance abuse and addiction prevention programs to improve public health & safety.
Project Funding	Project services, activities, and events.	Project to serve 3,815 youth and young adults in Cities of Fresno and Mendota.	Enhanced public health and safety.	Greater community and individual health and safety.

