

# Proposition 64 Cohort 3 Grant Program

## Local Evaluation Plan

Title of Project

City of San Bernardino Youth Outreach, Crime Enforcement and  
Cannabis Awareness Program

Submitted by:

City of San Bernardino

Prepared by:

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Project Period:

May 1, 2023 – April 30, 2028

## **Project Background**

The City of San Bernardino (City) is a municipality with a population comprised of racial and financial juvenile demographics that are exceptionally vulnerable to critical issues, including violent crime and public health and safety threats associated with the implementation of Proposition 64. A recent 2022 study identified the City of San Bernardino as the most dangerous city in California and the third most dangerous city in the nation. The high crime rate is not unique to 2022, as the city has consistently ranked amongst the most dangerous cities in California for many years. Additionally, the City's poverty rate is 63% greater than the county and 92% greater than the state average. Consequently, the city has had limited to no resources to dedicate to improving public health and safety associated with implementing Proposition 64.

The city has not banned indoor or outdoor commercial cannabis cultivation or retail sales of marijuana or marijuana products. As a result, there are 12 authorized cannabis vendors in the city, with an additional nine in various stages of licensing. Additionally, the Police Department has identified 24 locations illegally distributing cannabis and 6 sites suspected of cultivating cannabis illegally. The number of illegally operated sites appears to be growing for various reasons such as the abundance of available commercial real estate coupled with absentee property owners and managers.

Many of the illegally operated cannabis locations are doing so without rules or regulations. Non-permitted cannabis sites are also not subject to business regulations, such as the franchise tax board, workers' compensation, and environmental protection regulations. These illegally operated locations stand to make large profits, which exceed any administrative or civil penalty placed on them by the city, making them virtually impossible to shut down permanently. When enforcement action is taken on the illegally operated sites, it is common for the operators to move site locations and immediately commence illegal cannabis sales.

## **Need for Project**

The city is a diverse community with a high poverty rate. These two demographics have been identified as likely to suffer from a more significant consequence of marijuana use and exposure. One study of low-income black adolescents found that marijuana use clustered in neighborhoods with higher rates of crime and percentages of families living in poverty. (Reboussin, 2016) A second study found that heavy marijuana use as an adolescent is likely to increase the likelihood of being unmarried, having a lower income or living below the poverty line, and feeling more anxious in midlife. (Green, 2017).

The City's demographics, combined with the lack of resources, leave the City's youth without a resource to prevent the negative impacts of marijuana use and illegal sales. The City's crime rate, demographics, and abundance of cannabis access threaten an already vulnerable community. The city lacks resources to address this threat through youth outreach, and the Police Department's focus is consistently dedicated to priority crimes, resulting in a considerable service gap. The proposed program will focus specifically on the vulnerabilities related to youth development, public health, and public safety. The city

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has identified the needs related to this program through statistical data and community outreach to involved stakeholders.

### **Project Scope**

The city will use a multi-pronged approach incorporating the Police Department, Code Enforcement, and Community Based Organizations to address health and public safety gaps associated with Proposition 64. The Police Department and Code Enforcement will be responsible for public safety and public health efforts through compliance checks, education, and enforcement. The CBOs will provide outreach and services dedicated to youth development, prevention, and intervention among youth and young adults ages 10-21. More than 50% of the requested funding will be dedicated to youth development programs. The foundation and success of the program will rely heavily on a positive relationship between the Department and the community. A research partner will perform three separate evaluations to support that relationship and evaluate the program.

### **Project Components and Activities**

#### ***Surveillance Component***

Although the Department has the resources to address illegal cannabis vendors, the transient nature of the business coupled with the City's crime rate only allows for small windows of time to dedicate enforcement efforts. To develop the data and evidence necessary to take significant and lasting action against illegal cannabis vendors and crime that occurs in the areas of cannabis vendors, the Department requires resources essential for more extended periods of monitoring activity.

To support public safety and reduce crime, the Department will use grant funding to purchase covert mobile surveillance equipment to monitor the high-crime areas near cannabis sales sites along with an undercover vehicle. The surveillance equipment is capable of being installed in the vehicle and surveillance will be conducted with the vehicle being physically occupied by officers. Most of the illegally operated sales and cultivation sites are in commercial areas with little to no availability to safely conduct surveillance with law enforcement personnel without detection.

The cameras and surveillance equipment will act as force multipliers as they gather data that civilian investigators can observe later to serve several purposes. First, they will capture evidence of criminal activity around cannabis sales sites. They will also help officers to identify children and adolescents who frequent the area or the cannabis location. The Department will use information gathered from surveillance cameras to direct enforcement patrols and compliance checks at the most effective time of day and week to support the Public Health and Public Safety PPAs.

#### ***Enforcement Activity***

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The primary enforcement efforts will be dedicated to enforcing the intent of Proposition 64, which is to remove marijuana sales and production from the illegal market, prevent access by minors, and protect public safety and public health. To support this effort, the Police Department has identified legal and illegal cannabis vendors in the City. Department data reveals significant crime near cannabis sales locations. In 2021, more than 1,239 crimes were reported within 1,000 feet of a cannabis sales location. In 2020, there were six homicides directly related to illegal cannabis operations. The Police Department and Code Enforcement will use grant funding to ensure compliance by legal cannabis vendors and apply enforcement and educational efforts to identify and prevent illegal vendors.

As previously described, illegal cannabis vendors are notoriously challenging to close long-term. Often the actual responsible party of the location is never identified, and an employee is faced with an administrative or criminal charge. Grant-funded surveillance equipment will allow the Special Investigative Teams to perform thorough investigations and identify, hold accountable, and or educate the genuinely responsible parties for illegal cannabis vendors. Additionally, the Department will use the data to identify trends with youth to help develop deterrent patrols to prevent youth marijuana-related activity and identify children and adolescents to refer to community-based organizations for outreach.

Grant funding will be used to fund overtime shifts for data-driven impact patrols to reduce crime and to perform long-term investigations into illegal cannabis sites. The Special Investigative Teams and overtime-funded data-driven impact teams will be responsible for program enforcement efforts. Grant funding will also be used to conduct testing on illegal cannabis products to determine THC content as well as contraband product being distributed. The testing process will be conducted with proven facilities with a history of providing law enforcement services.

The Police Department and Code Enforcement efforts will accomplish the following goals:

- A reduction in crime within 1,000 feet of cannabis vendors.
- A reduction in the number of illegal cannabis vendors in the city.
- A reduction in the recidivism of illegal cannabis vendors.
- An increase in enforcement and compliance check efforts.
- Identify youth impacted by cannabis, whether by the threat of proximity or through illegal use.

### ***Community Education Component***

The Department has numerous social media accounts with a following of over 172,000 users. Social media platforms will be used to develop a campaign to educate the community and highlight the services and resources offered to youth by the partner CBOs. In addition to social media, officers participate in over 300 community events annually. Officers will develop educational handouts and utilize community events to share material on cannabis awareness and highlight services and resources available through CBOs. The education efforts will support PPA 1, youth development, and PPA 2,

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public health, by addressing the basic needs of the youth and educating the community on cannabis safety.

The Department's education efforts will accomplish the following goals:

- Share educational material related to marijuana awareness with a broader audience.
- Provide youth with access to resources and services necessary to promote health and development.
- Highlight the program's successful efforts for the community and develop community trust.
- Increase participation in CBO programs through education and information sharing.

### ***Community Outreach, Prevention, and Intervention Component***

Grant funding requested will be used to fund CBOs dedicated to developing programs intended to improve the lives of children and adolescents between the ages of 12-21 by meeting their basic needs and helping to develop the skills and knowledge necessary to be successful adults. In addition, the Department has partnered with the NAACP Branch 1062 through the Women's Inspirational Network (W.I.N) to implement successful youth program that will provide services to the community resulting in the successful development of youth participants. The following is a list of some but not all the services that CBOs may provide.

- Financial Literacy Skills
- Underage Peer Advocacy Prevention Clubs
- Youth Recovery Support Groups
- Youth-driven community think tanks
- Education related to laws regarding the compliance of cannabis industry operations and sales
- Mentorship programs with civic leaders
- Alternative activities for youth to thrive in a harmonious environment
- Fitness and social-emotional learning designed to reduce childhood violence, aggression, and trauma.

The CBOs will provide critical alternatives to the City's youth that will beat the odds of poverty and crime stacked against them and help develop future successful adults. The

CBOs will accomplish the following goals:

- Increase participation in programs.
- Reduce recidivism of undesirable activity (marijuana use, poor school attendance, compliance with laws and rules, etc.)
- Increase the number of youths directed to successful paths through program participation.

### ***Participant Component***

The target area for enforcement will be areas near illegally operating cannabis vendors, while the outreach and education efforts will be made Citywide to a diverse community that suffers from one of the highest crime rates in the nation and a poverty rate nearly twice the state average. Studies indicated that some demographics are more susceptible to underage marijuana use; however, the effects of underage marijuana use have similar health impacts. Therefore, all youth between the ages of 10 and 21 years of age will be identified as the target population for the duration of the program. Priority will be given to eligible participants that reside in or attend school in the City of San Bernardino.

The city will partner with the Women's Inspirational Network (W.I.N.) for the duration of the program. The organization's objective is to create safe spaces that promote an environment of informative conversation and engagement with youth and young adults in San Bernardino City. The organization's primary focus will be to empower youth in our community with the knowledge, skills, and support they need to make informed choices regarding cannabis, resist substance abuse, and lead healthy lives. W.I.N will collaborate with the San Bernardino Police Department and BSCC to address these critical issues affecting our youth and young adults. Specific services and education will be provided based on age groups.

- Underage Peer Advocacy Prevention (5<sup>th</sup> - 6<sup>th</sup> Grade)
- Educate Youth About the Dangers of Substance Abuse (7<sup>th</sup> – 8<sup>th</sup> Grade)
- Youth Driven Community Think-Tanks (9<sup>th</sup> – 12<sup>th</sup> Grade)
- Educate Young Adults about the Dangers of Substance Abuse (Community College)

### ***Analysis and Measurement***

The success of the Department's Youth Outreach, Crime Enforcement, and Cannabis Awareness Program will rely heavily on trust and a positive relationship between the community and the Department. While the Department has made significant efforts to improve and build relationships with the community, it has not been immune to the increased scrutiny faced by law enforcement agencies across the nation regarding racial equity in policing. Therefore, the Department has partnered with Sicuro Data Analytics as part of the grant-funded program. Upon implementing the program, Sicuro will analyze the Department's data on policing and potential racial disparities to develop evidence-based solutions to improve public safety services and promote positive relationships with the community.

Additionally, Sicuro will analyze data specific to cannabis and the impacts of Proposition 64 has on the city. Halfway through the program, Sicuro will perform another analysis to identify progress based on the program's established goals. The second report will be used to identify effectiveness and develop long-term strategies. After the program, Sicuro will produce a final analysis and produce a report outlining successful strategies and progress.

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Sicuro will generate reports that accomplish the following goals:

- Identify a benchmark for the Department regarding policing practices as they relate to racial equity.
- Identify factors resulting from the adoption of Proposition 64 that the Department can direct programmatic efforts.
- Identify progress and lack of progress toward goals throughout the program.

San Bernardino's citizens, particularly the youth ages 10 to 21, are exceptionally vulnerable to the impacts of crime, public safety, and health hazards related to illegal cannabis production, sales, and use. The City's exceptional crime rate and limited resources have taxed the Police Department's capabilities, preventing the Department from making a dedicated effort toward public safety, public health, and youth development related to the effects of Proposition 64. The Department is confident that it has developed a program that will help protect the community and youth and reduce crime and the occurrence of illegal cannabis vendors. Successful funding and implementation of the described program will allow the Department to develop a culture and strategies of enforcement, education, and outreach that will remain sustainable beyond the grant term.

### **Project Logic Model**

#### **Enforcement**

The Department's project intends to use a multi-pronged approach to reduce crime through targeted enforcement efforts. The Department will increase cannabis law compliance through compliance checks and educational campaigns, as well as criminal enforcement of illegal vendors. The department will partner with Code Enforcement personnel along with California BCC officers to share and gather intelligence throughout the city on illegal cannabis operations. Surveillance operations will commence on locations believed to be involved in illegal cannabis operations to identify property owners and personnel involved. The locations will be monitored to measure recidivism amongst laborers, property owners and people involved.

Criminal investigations will commence ultimately shutting down the illegally operated locations. The constant monitoring and shutting down of the illegally operated grows and distribution sites will decrease crime, blight, and have a positive impact on the local environment by ending the disposal of illegal substances and chemicals.

#### **Outreach**

Additionally, the Department will work with CBO's to serve over 500 youth a year through the Cannabis Awareness, Responsibility, and Education for Students (CARES) program. This program will educate youth on the hazards of substance abuse and empower youth to develop into healthy adults. Participants will be encouraged to take a pledge of living a healthy cannabis free lifestyle.

**Project Activities**

By concentrating on the following critical areas, the program is dedicated to catalyzing positive change and providing impactful solutions to challenges faced by the youth of San Bernardino. The city of San Bernardino and W.I.N are committed to working collaboratively with our community to ensure a brighter, more promising future for our young citizens.

**1. Increase Youth Participation in Outreach Programs:**

- We will implement targeted outreach campaigns, workshops, and community events to engage more youth in our programs. By increasing participation, we can effectively reach and educate a more significant portion of our community's youth population.

**2. Educated Youth abuse the Dangers of Substance Abuse:**

- Through evidence-based educational programs, workshops, and awareness campaigns, we will equip young individuals with the knowledge and resources to make informed decisions regarding substance use. These efforts will focus on raising awareness about the risks and consequences associated with substance abuse.

**3. Prevent Youth Substance Use & Addiction:**

- We will develop preventive programs that engage youth in positive activities and provide them with alternatives to substance use. These programs include recreational activities, mentorship programs, and community involvement opportunities.

**4. Financial Literacy**

- Our organization empowers youth with essential life skills, including financial literacy. We will offer workshops and resources to help young individuals make informed financial decisions, plan for their futures, and develop responsible financial habits.

**5. Mentorship Programs**

- We will establish mentorship programs collaborating with civic and cannabis industry leaders to provide young people with positive role models, guidance, and career development opportunities.

**6. Youth-Driver Community Think Tanks**

- It is crucial to encourage young people to actively participate in shaping their community's policies and initiatives. We will establish youth-driven community think tanks to enable youth to voice their concerns, propose solutions, and influence decision-making processes.

**7. Underage Peer Advocacy Prevention Clubs**

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- We will support forming advocacy clubs within schools and community centers, empowering youth to advocate for substance abuse prevention among their peers.

### **8. Youth Recovery Support Groups**

- We will provide dedicated recovery support groups for youth facing substance use challenges to help them on their path to sobriety and healthy living.

### **9. Youth Cannabis Sobriety Pledge**

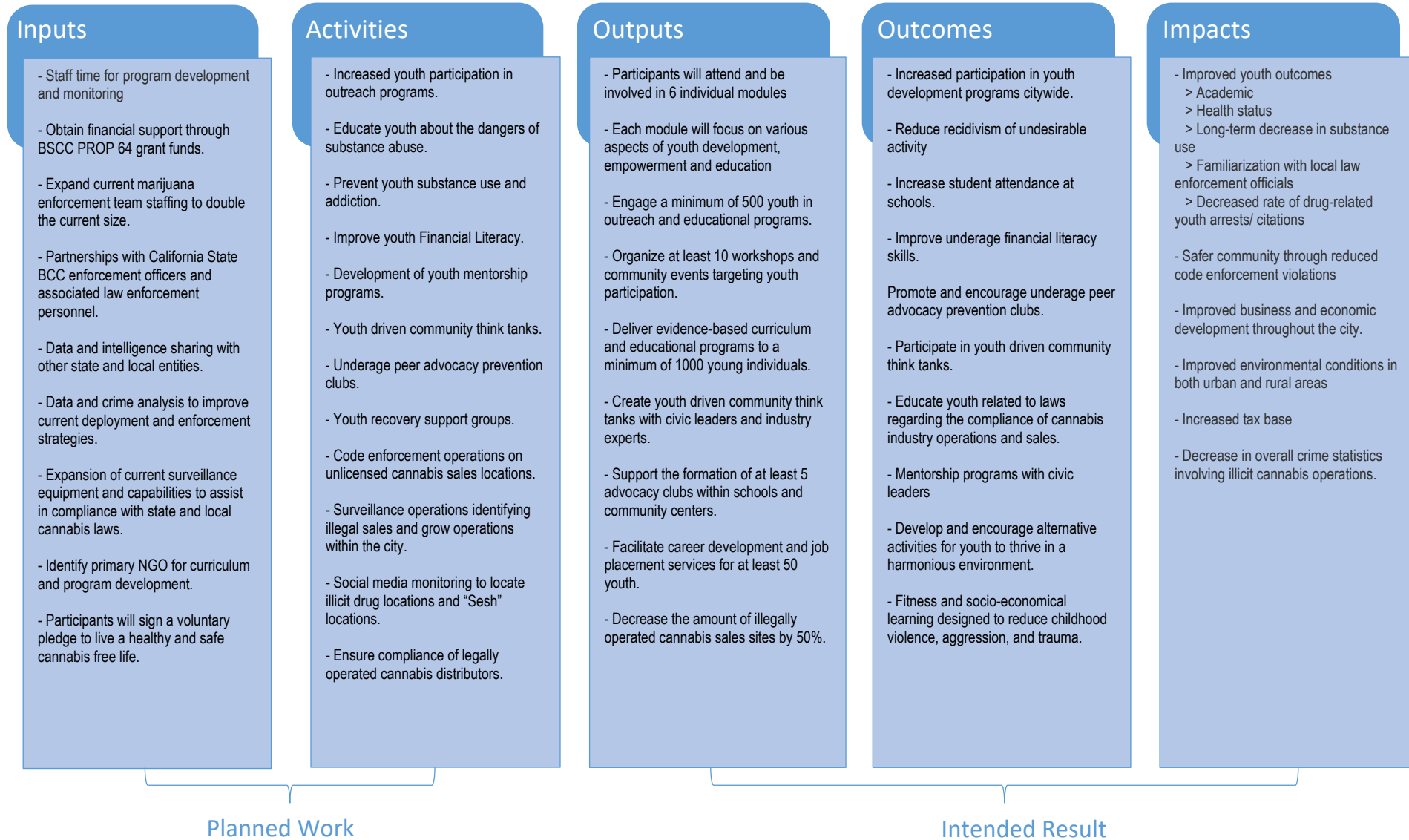
- An essential part of our program activities involves encouraging youth to make pledges, committing to refraining from cannabis use until they reach the state's legal age of consumption.

## **Outcomes**

- Increase youth participation in the program annually.
- Educate youth about the dangers of cannabis and substance abuse.
- Prevent youth cannabis, substance abuse, and addiction.
- Increase the number of youth participants in the youth CARES Pledge Commitment.
- Increased participation in youth development programs citywide.
- Reduce recidivism of undesirable activity.
- Increase student attendance at schools.
- Improve underage financial literacy skills.
- Promote and encourage underage peer advocacy prevention clubs.
- Participate in youth driven community think tanks.
- Educate youth related to laws regarding the compliance of cannabis industry operations and sales.
- Mentorship programs with civic leaders
- Develop and encourage alternative activities for youth to thrive in a harmonious environment.
- Fitness and socio-economical learning designed to reduce childhood violence, aggression, and trauma.

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## Logic Model



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

The Department will use multiple sources to evaluate the project throughout the grant period. First, the project manager, the police lieutenant, will identify metrics to track the success of enforcement and education activities and develop a spreadsheet to track statistical data. A newly hired management analyst will assist in this process by ensuring CBO's are following the proposed model. Marijuana task force officers will compile enforcement statistics and compare them to prior years without increased outreach and youth education to determine if outreach and community partnerships are having an impact on crime statistics.

Data will include but not be limited to:

- The number of illegal cannabis vendors cited and closed.
- The number of cannabis vendors found to be out of compliance.
- The number and type of enforcement activities taken (Crime Type, Action Taken, Evidence Confiscated, etc.).
- The number of recidivist cannabis vendors identified.
- The number of crimes occurring within 1,000 feet of a cannabis vendor.
- The number of youths referred to CBOs for services and resources.
- The number of views the social media educational campaign receives.
- The number of likes and shares the social media educational campaign receives.
- The number of community events where educational handout material is provided to the community.

### ***Project Components***

The project manager will use the statistical data to identify successful strategies and direct program efforts. Success will be measured based on increased enforcement and education efforts and reduced illegal cannabis activity and criminal activity within 1,000 feet of a cannabis vendor. The Department will use grant funds to hire a management analyst. The management analyst will be responsible for collecting and tracking data provided by the CBOs in the form of spreadsheets. The grant project manager will oversee the NGO and CBO reporting data as well as the management analyst to ensure milestones and reporting requirements are met. Deviation from the original plan will be communicated and approved through BSCC staff in the form of modification and approval. The data will include but not be limited to the following:

- The number of participants.
- How participants learned of the program.
- Participant demographics.
- Participant success stories.
- Participant accomplishments.
- Gather and maintain sign in sheets and participant data
- Gather and maintain pledge sheets.

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The success of CBO efforts will be measured based on increased participation compared to years before the cannabis awareness program, participation because of the Department's educational campaign, a reduction in recidivist behavior, and participant success stories. Finally, the Department will use grant funding to partner with Sicuro Data Analytics to perform three analyses of the city and the impacts of cannabis awareness program efforts.

<b>Input/Resource/Activity/Output</b>	<b>Data Element(S)</b>	<b>Data Source</b>	<b>Collection Frequency</b>
Engage a minimum of 500 youth in outreach programs.	Total number of participants	Case management, attendance rosters.	At the conclusion of each module or session. (Compiled quarterly)
Organize at least 10 workshops and community events.	Total number of participants	Case management, attendance rosters, sign in sheets.	At the conclusion of each module or session. (Compiled quarterly)
Deliver evidence based educational programs to reach a minimum of 1000 young individuals between 12 and 21 years of age.	Total number of participants including age.	Case management, sign-in sheets, and questionnaires.	At the conclusion of each module or session. (Compiled quarterly)
Conduct educational awareness campaigns targeting youth ages 12-21 years old including social media posts.	Social media community engagement.	Community affairs social media engagement data analysis. (Likes, Shares, Views)	Quarterly based on social media post frequency.
Conduct business compliance checks on the legal cannabis vendors twice per quarter.	Marijuana Task Force air table and spreadsheet.	Marijuana Task Force officers' data collection and department tracking.	Compiled quarterly.
Conduct surveillance operations on illegally operating cannabis sales sites.	Marijuana Task Force air table and spreadsheet.	Marijuana Task Force officers' data collection and department tracking.	Compiled quarterly.
Work with code enforcement on closing illegally operated cannabis sites operating without permits.	Code enforcement data and Marijuana Task Force data collection.	Marijuana Task Force officers' data collection and department tracking.	Compiled quarterly.

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The Department will use multiple sources to evaluate the project throughout the grant period. First, the project manager, the police lieutenant, will identify metrics to track the success of enforcement and education activities and develop a spreadsheet to track statistical data. Marijuana Task Force officers will also track the data on business compliance checks on legally operated and permitted cannabis distributors.

Data will include but not be limited to:

- The number of illegal cannabis vendors cited and closed.
- The number of cannabis vendors found to be out of compliance.
- The number and type of enforcement activities taken (Crime Type, Action Taken, Evidence Confiscated, etc.).
- The number of recidivist cannabis vendors identified.
- The number of crimes occurring within 1,000 feet of a cannabis vendor.
- The number of youths referred to CBOs for services and resources.
- The number of views the social media educational campaign receives.
- The number of likes and shares the social media educational campaign receives.
- The number of community events where educational handout material is provided to the community.

The project manager will use the statistical data to identify successful strategies and direct program efforts. Success will be measured based on increased enforcement and education efforts and reduced illegal cannabis activity and criminal activity within 1,000 feet of a cannabis vendor. The data will include but not be limited to the following:

- The number of participants.
- How participants learned of the program.
- Participant demographics.
- Participant success stories.
- Participant accomplishments.

Participants in the program will be asked to take a pledge to lead a healthy and responsible lifestyle free from the use of cannabis. Participants will also be asked to reaffirm the pledge throughout the program.

### TAKE A PLEDGE

Today, I \_\_\_\_\_ take a pledge to:

- To obey the cannabis laws.
- Make healthy decisions for myself.
- Be mindful of the harmful effects that cannabis can have on my life.

By taking this pledge as a youth, I affirm my commitment to a healthy and responsible lifestyle free from the use of cannabis.

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Participant signature

The success of CBO efforts will be measured based on increased participation compared to years before the cannabis awareness program, participation because of the Department's educational campaign, a reduction in recidivist behavior, and participant success stories. Finally, the Department will use grant funding to partner with Sicuro Data Analytics to perform three analyses of the city and the impacts of cannabis awareness program efforts.

## Outcome Evaluation Method and Design

The Department will work with stakeholders to develop a committee to select CBOs for funding. The Department will use grant funding to hire a Management Analyst for the duration of the program that will be responsible for all tracking, compliance, and program reporting. The management analyst will work directly with the project manager to ensure CBO and NGO reporting is accurate and within the scope of the project.

### *Evaluation Questions*

- Did enforcement actions decrease crime within 1000 feet of cannabis operations?
- Did cannabis enforcement decrease overall crime statistics during the program duration?
- Was unmanned surveillance effective in developing suspect information for successful prosecution?
- Did enforcement decrease the amount of illegally operating cannabis sites?
- Was there a decrease in illegally operating cannabis vendors with prior enforcement actions taken against them?
- Were law enforcement and code enforcement actions successful?
- Was youth participation successful in the program?
- Did participants adhere to the pledge during the grant program?
- Did youth participation increase with outreach programs?

### *Project Components*

The CBOs will provide critical alternatives to the City's youth that will beat the odds of poverty and crime stacked against them and help develop future successful adults. The CBOs will accomplish the following goals while attempting to provide outreach to 500 youth and 1000 young individuals between the ages of 10-21:

- Increased participation in youth development programs citywide.
- Reduce recidivism of undesirable activity
- Increase student attendance at schools.

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- Improve underage financial literacy skills.
- Promote and encourage underage peer advocacy prevention clubs.
- Participate in youth driven community think tanks.
- Mentorship programs with civic leaders
- Fitness and socio-economical learning designed to reduce childhood violence, aggression, and trauma.

<b>Input/Resource/Activity/Output</b>	<b>Definition</b>	<b>Data Source</b>	<b>Collection Frequency</b>
Engage a minimum of 500 youth in outreach programs.	Increase the number of youth participation and education into youth cannabis use and exposure.	Case management, attendance rosters.	At the conclusion of each module or session. (Compiled quarterly)
Organize at least 10 workshops and community events.	Develop and strengthen community partnerships throughout the city.	Case management, attendance rosters, sign in sheets.	At the conclusion of each module or session. (Compiled quarterly)
Deliver evidence based educational programs to reach a minimum of 1000 young individuals between 12 and 21 years of age.	Educate a broader age range to include young adults and teenagers to deter cannabis use at a young age. Empower and educate young adults entering the workforce.	Case management, sign-in sheets, and questionnaires.	At the conclusion of each module or session. (Compiled quarterly)
Conduct educational awareness campaigns targeting youth ages 12-21 years old including social media posts.	Social media use to educate those that are unable to participate in person.	Community affairs social media engagement data analysis. (Likes, Shares, Views)	Quarterly based on social media post frequency.
Conduct business compliance checks on the legal cannabis vendors twice per quarter.	Ensure that legally operated sites are still following rules and regulations set for cannabis sales and cultivation.	Marijuana Task Force officers' data collection and department tracking of active and closed illegal establishments.	Compiled quarterly.
Conduct surveillance operations on illegally operating cannabis sales sites.	Decrease the number of illegally operated sites, deterring criminal activity	Marijuana Task Force officers' data collection and department tracking.	Compiled quarterly.

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	and compliance with the law.		
Work with code enforcement on closing illegally operated cannabis sites operating without permits.	Hold the owners of illegally operated sites financially responsible by issuing civil penalties and recouping costs associated with enforcement.	Marijuana Task Force officers' data collection and department tracking.	Compiled quarterly.