



City of Pomona

Public Health & Safety and Youth Development Program

(FUNDED BY BSCC PROP 64 COHORT 2)

Local Evaluation Plan

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1. Project Background

a. Project Context

The City of Pomona was awarded a three-year \$1 Million grant from the Board of State and Community Corrections (BSCC) in the State of California, under the Proposition 64 Grant Program, Cohort 2.

b. Project Need & Information

From 2018 to 2020, the City conducted 12 public meetings and forums related to the legalization of cannabis within the City and the establishment of the Commercial Cannabis Permit Program. These forums netted hundreds of public comments and feedback from dozens of non-profit organizations and interested stakeholders actively working in Pomona. Furthermore, upon the launch of the program in March 2020, the City subsequently conducted an additional 22 one-hour virtual community meetings during the course of evaluating individual applications for legal commercial cannabis permits for storefront retailer operations. Three key themes emerged from the last 36 months of public engagement on cannabis in Pomona.

First, there is a need to adequately address the public health implications from legalizing cannabis, and to ensure ordinances adequately improve health outcomes. Second, there is a need to understand the effect of commercial cannabis operators on Pomona's youth and the need to provide safe spaces and activities for youth development. Third, there is a need for public safety, as the proliferation of black market cannabis operations citywide, and the fear that high-priced legal cannabis may only exacerbate this market, straining existing enforcement resources.

c. Target Population

The only element of the grant program involving direct participants is the Youth Development programming. For this component, the target population is:

- a. Racially or Ethnically Concentrated Areas of Poverty (R/ECAP), which is defined as a majority minority population within a census tract with over 40 percent poverty rate. There are two such census tracts within Pomona, along Holt Avenue. These census tracts represent some of the most vulnerable and underserved areas of the City.
- b. Children and youth in stressed families, including children and youth placed out-of-home or in families where there is substance abuse or violence, depression, or other mental illnesses or lack of care giving adults.
- c. Children and youth at risk of or experiencing juvenile justice involvement, including children and youth exhibiting signs of behavioral and emotional problems who are at risk of having contact with, or have had any contact with, any part of the juvenile justice system, and who cannot be appropriately served through community resources.

- d. Children and youth at risk for school failure, including children at risk due to unaddressed emotional and behavioral problems.
- e. Underserved cultural youth populations: those populations unlikely to seek help from any traditional mental health services whether due to stigma, lack of knowledge, or other barriers.

d. Criteria for Participant Eligibility

For youth programming, youth aged 7 to 17 years old are eligible, depending on the nature of the programming. The reason for such a wide range of age is because a K-12 eligibility criteria may be exclusive and neglect the needs of youth that may not fit traditional norms of public school education criteria. The target population is inclusive of all census tracts within the City of Pomona. Community Services expects that the majority of the city will meet the target population criteria. Recruitment efforts will focus on geographical areas within Pomona that are most qualified and eligible.

e. Process for Determining Interventions

The intervention in this case would be the form of some type of programming or project that is initiated by the Community Services Recreation Coordinator for the individual within the target population. The program would depend on the age of the participant, and the types of programming available. For example, a program could be a recreational sports program from 2 to 5 pm for youth between 7 and 17 years old, or an after-school homework help program for elementary-aged children. In other cases, beyond programming, an individual may be in need of additional resources for mental and physical health. The coordinator will determine this need through surveying and one-on-one interview to best understand existing needs to connect the individual to partner organizations that can address this need. Participants are tracked through the City's RecTrac database, and each eligible participant will be surveyed to determine additional needs.

f. Process for Determining Service Area Activities

The process for determining which activities to deploy within a service area largely depend on the existing infrastructure within each City park and recreation center. The depth of publicly funded community services varies considerably by census tract. For example, a census tract with deeper resources may have multiple after-school programs in place, while a census tract with fewer resources may have limited programming and equipment. Therefore, depending on the residency of the target population, the service activity will be determined by feasibility and existing resources. Feasibility and level of existing resources will be determined based on the size of a City park, existing programs, presence in the community center, staffing, and available amenities. For PPA 2 (Public Health), service area activity will be determined by assessing existing public health data sets to identify census tracts that are ranked the most vulnerable for variables such as pollution burden, access to healthy foods, access to health care, poverty status, and other socioeconomic indicators. For PPA 3 (Enforcement), service activity takes the form of enforcement action and is

determined by existing data sets of illegal cannabis dispensary locations, along with location mapping of existing legal operators.

g. Project Goals & Objectives

Goal 1: Pomona takes a social determinants of health approach to the public health impacts from commercial cannabis citywide and actively pursues community engagement, program evaluation, and inter-departmental coordination with respect to public health.

Objective A: Hire new Public Health coordinator positions as liaison with community on public health policy, inclusive of cannabis policy, and serve as primary staff responsible for grant-funded coordination with Police, Code Enforcement, and Community Services.

Objective B: Ensure public health outcomes are discussed as part of Citywide initiatives that relate to youth development and intervention or code and law enforcement related to cannabis use.

Objective C: Track the impact of grant funded investments across all three facets of programming.

Objective D: Improve policy and code framework related to Commercial Cannabis Permit Program and other public health policy and suggest amendments and Council actions.

Goal 2: Pomona actively enforces both legal and illegal cannabis operators in the City, and ensures that illegal black market operators do not proliferate, and that legal operations do not violate local and State cannabis laws.

Objective A: Ensure four legal commercial cannabis operators are in line with existing City and State codes and are not actively engaging in activity that is detrimental to public safety.

Objective B: Identify potential problem sites for black market illegal operators and prevent new illegal operators from siting on same parcels.

Objective C: Ensure that enforcement is multi-faceted and incorporate social determinants of health model with both legal and illegal market operators.

Objective D: Maintain dedicated resources within the Special Investigations Unit focused on cannabis operations as a land use, and track activity.

Goal 3: Pomona actively engages its youth, especially in its most vulnerable census tracts and adjacent to legal cannabis operators, between the hours of 2 and 6 P.M. daily, and provides safe, tangible, low to no cost resources at its City parks and facilities for youth development.

Objective A: Maintain sufficient staff capacity and supply capacity to increase after-school offerings Citywide and to keep a continuity of services for at least a 36-month period.

Objective B: Ensure that programming is focused on the most vulnerable youth population and that access to such programming is realistic and properly communicated.

Objective C: Programming should be culturally competent and reflect that demand and interest from Pomona's youth and be engaging and productive.

Objective D: Participation from youth in such activities is clearly understood and outcomes related to public health, safety, and mental health are readily understood.

2. Process Evaluation Method and Design

The City of Pomona has established a clear protocol for how to track all activities carried out to achieve the three goals of this grant. This process is as follows.

a. Research Design Used for Process Evaluation

The research design will involve both quantitative and qualitative data collection. Quantitative data collection refers to surveys, questionnaires, and applications that will be completed by residents who participate in community service programming. Qualitative data collections refers to field notes, e-mail summaries, site visits, meeting minutes, and any other verbal assessment of activities conducted that aren't directly linked to participants.

b. Documentation of Services

The Community Services Division documents all services provide by its staff. This documentation is in the form of reporting, using a case management filing system, and inputting any data into available software tracking systems. The Police, Code, and Planning Divisions also rely upon a combination of software and word processing systems to document activities conducted.

c. Participant Progress Tracking

The Community Services Division tracks how many individuals participate in a program by logging the statistics into the RecTract community services database. This is not a case management system. Participants funded by this grant would be tracked using an additional column indicating Prop 64 grant funding. Additional columns will be used to track origin of census tract to determine if participants are in disadvantaged neighborhoods.

d. Components Tracking for Non-Participant Activities

Code Enforcement and Police use permitting software (EnerGov for Code, and another software system for Police), to document all components of investigations and daily activity.

This is already a requirement for each department regardless of grant funding. As such, all non-participant activities funded by this grant will be tracked using the same journaling system. The Planning Division will tracking components of activity related to the public health coordinator positions through the establishment of a work plan for each position. The work plan will identify major milestones, a timeline for implementation, and periodic check-ins with the Planning Manager and Director of Development Services.

e. Process Measures

For participant activities:

1. Number of total participants.
2. Number of trips offered.
3. Number of sessions or hours of instruction.
4. Number of fieldtrip days and times.
5. Number of community partnerships/collaborations.
6. Number of youth serving on decision-making groups.
7. Number of youth represented in planning, facilitation, and implementing and evaluating phases.
8. Number of youth volunteers.
9. Number of capacity-building trainings.
10. Characteristics of participating youth (age, sex, race, ethnicity)
 - a. Percentage of participants age 7-17 years old.
 - b. Percentage of participants by census tract.
 - c. Percentage of participants by ethnicity/race.

For enforcement activities:

1. Number of enforcement actions.
2. Location of enforcement actions by census tract.
3. Estimated time required to complete enforcement action.
4. Number of staff and support staff involved in each enforcement action.
5. Weight of unpackaged illegal cannabis recovered per enforcement action.
6. Weight of packaged illegal cannabis recovered per enforcement action.
7. Total cash recovered from enforcement action.
8. Number of weapons recovered from search warrant.

For public health coordination:

1. Number of stakeholder meetings conducted.
2. Number of individuals outreached.
3. Location of meetings conducted by census tract.

f. Process Data Collection and Data Sources

Data will be collected and sourced in the following ways:

1. EnerGov permitting system, to log Code enforcement actions

2. Pomona Police permitting software, to log Special Investigations Unit enforcement actions
3. RecTract database system, managed by Community Services

g. Project Oversight Structure and Decision Making

The City of Pomona will provide direct oversight over this grant program. Primary leadership over all aspects of the grant program will be led by Anita Gutierrez, Director of Development Services, with day-to-day management provided by Ata Khan, Planning Manager of the Planning Division. Both Anita and Ata will work directly with sub-leads by Division, which includes Michael Osoff, Manager of Community Services, Sergeant Scott Hess, who leads the Special Investigations Unit on Marijuana Enforcement, and Hugo Medina, Supervisor of Code Enforcement. Ata will oversee management of the grant and ensure grant objectives are being met. Anita will provide oversight on any potential changes to program goals and objectives, and working with Executive Management as needed.

h. Project Component Monitoring

The program will be monitored as follows:

Semi-Monthly: Director and Planning Manager check-in as needed with each sub-lead on status of program objectives and any issues that may arise and coordinate any enforcement activities or special meetings or outreach.

Monthly: All project managers will meet to discuss progress made towards grant any share insights gained from respective activities. This is critical to ensuring an inter-disciplinary and multi-department approach to public health and cannabis policy in Pomona.

Quarterly: All project managers will meet to review data collection for grant reporting, along with budget and timesheet reconciliation and ensuring that project budget is on track to draw down appropriately. Any adjustments required for grant line items will be discussed at these quarterly meetings. Any auditing or State visitations required would also be conducted at these meetings.

i. Documentation of Activities Performed by Staff

All activities must align with grant objectives and approved scope of work. Activities involving personnel will be tracked through typical spreadsheets submitted for payroll identifying time spent during pay period charged against respective funding sources. Outlook calendaring will track any meetings conducted, and e-mail and memo communication will document any decision-making or internal communications required to coordinate activities. For participant activity conducted by Community Services, applications, surveying, and pre or post forms that may be used for programming will be documented and kept by the sub-lead.

j. Procedure to Ensure the Project will be Implemented to Fidelity

Fidelity of procedure will be managed by the Director of Development Services and Planning Manager, which will include a quarterly review of all activities to ensure that grant objectives

are being rightfully pursued, and to identify and significant deviations in direction that may require State-requested modification. This fidelity in approach will be reinforced in each quarterly meeting to ensure all staff involved are on the same alignment.

k. Quantitative & Qualitative Process Data Analysis

Any quantitative data involving participants will be analyzed using descriptive statistics. Descriptive statistics will include measures of frequency, central tendency, dispersion or variation, and position. Any qualitative data will be processed through content analysis of logged notes in permitting software, agendaized meetings and respective meeting minutes, internal memos as needed, and periodic reporting of grant progress to State and City Council and Executive Management.

3. Outcome Evaluation

The City of Pomona has established a clear protocol for how to evaluate the outcomes achieved from the three goals of this grant. This process is as follows.

a. Research Design

The research design will employ a mixed methods design approach that combines quantitative data analysis with qualitative analysis. For participant activity, quantitative methods will be used to assess the outcomes of activities related to youth development provided by Community Services. This will involve establishing a “baseline” of service to the target population, taken in Fall 2021, and measured against a “post” level of service to the same target population, to determine the outcomes of deploying a full-time Community Services staff member to provide youth development programming.

For non-participant activity, qualitative methods will be used to assess the outcomes of activities related to cannabis enforcement and public health coordination. This will take the form of a question-based approach whereby the Staff establish key outcome questions from the onset of the grant program that will be re-visited quarterly to understand if grant activities are producing the desired outcomes of the grant goals. Questions will be directed both internally to relevant grant-related staff, and externally to stakeholders including legal cannabis operators and business owners adjacent to both legal and illegal dispensaries.

b. Evaluation Questions

For participant activity:

1. What was the baseline level of services provided to the target population with respect to youth programming that is served through a full-time staff member?
2. What was the level of services provided following the completion of a full-time staff member providing services to the target population?
3. What does pre and post surveying of participants reveal with respect to the effectiveness of the programs provided?

4. What does pre and post surveying of participants reveal with respect to concerns or needs raised with respect to programs?
5. What progress was made by Community Services towards the grant goal?
6. How were programs delivered in a manner to ensure fidelity towards grant goals?
7. How effective was program delivery in improving youth engagement in after-school/critical hours programming?

For non-participant activity:

1. How was enforcement and public health coordination delivered in a manner to ensure fidelity towards grant goals?
2. How effective were program components in ensuring enforcement of legal and illegal cannabis in Pomona?
3. How effective were program components in ensuring new public health and cannabis policy in Pomona?
4. What successful outcomes can be documented that were derived from cannabis enforcement in Pomona?
5. What challenges can be documented that prevented successful outcomes from cannabis enforcement in Pomona?
6. What successful outcomes can be documented that were derived from establishing public health and cannabis policy development in Pomona?
7. What challenges can be documented that prevented successful outcomes from public health and cannabis and policy development in Pomona?

c. Estimated Number of Participants to Receive Services

Due to the ongoing outbreak of novel coronavirus disease (COVID-19), the City of Pomona cannot reasonably estimate how many participants will receive services through the youth programming component of this grant. This is due to the reality that programming in-person efforts took a pause and was replaced with virtual recreation sessions. With that said, the City expects to resume in-person sessions in early 2022, as vaccination rates increase and COVID-19 restrictions may loosen. The City will be able to more meaningfully provide an estimate of participants as part of future quarterly reporting, which can be used to augment the Local Evaluation Plan with accurate estimates.

d. Criteria for Success

For participant-based activities, the criteria for success is:

1. Youth aged 7-17 from disadvantaged census tracts are meaningfully participating in after-school programming provided by the City of Pomona. "Meaningfully participating" includes relationship building with peers and supportive adults, longevity of program, volunteering and civic engagement among participants, and any evidence of leadership. This criterion will be measured through process evaluation variables such as the number of youth served by census tract, with outcomes measured through pre- and post- surveys.

2. Youth aged 7-17 improve their physical and mental health outcomes and derive prosocial activity benefit from participation in Pomona programming. This criterion will be measured through pre- and post-surveying of participants, and coordination with community based and local organizations that provide partnerships to Pomona, such as Tri City Mental Health.

e. Estimated Number of Activities/Services Accomplished

Due to COVID-19, estimated number of participant-based activity is difficult to estimate at this time, though the City intends to provide an accurate estimate in future quarterly reporting as in-person programming resumes (See 4c). The city currently has two legal cannabis operators (storefront retail) operating in the City, with two additional operators (microbusiness) expected to open late 2022 and early 2023. The City currently has roughly five illegal operations that repeatedly re-open upon enforcement and require more targeted enforcement actions. The City expects to permanently shut down all of these operations.

f. Criteria for Determining Activity/Service Completion and Project Success

The following criteria will be used to determine service and activity completion and project success.

For participant-based activity:

1. Completion of all surveying, application forms, and other paperwork required to provide services.
2. Logging of all data obtained from individual participants into respective spreadsheets and permitting software.
3. Completion of youth after-school programming sessions, which may be inclusive of recreation courses, field trips, or other activities.

For non-participant-based activity:

1. Completion of enforcement activities needed to regulate legal and illegal cannabis in the City of Pomona that leads to the permanent shutdown of illegal black market operators in the city and a decrease in illegal cannabis activity.
2. Completion of period inter-departmental meetings organized for coordination across all City departments.
3. Logging of all data and case notes related to enforcement activity at a Code Enforcement and Police level.
4. Completion of, at minimum, a draft public health policy document that identifies goals, policies, and programs for public health and cannabis policy in Pomona.
5. Completion of public outreach activities related to public health policy development.

g. Description of Outcome Variables and How They Are Defined & Measured

The following outcome variables and measurement will be carried out for each grant goal:

Goal 1: Public Health

1. Hiring and managing two public health coordinator positions that meaningfully engage the Pomona community on public health related policy, inclusive of cannabis policy. This criteria will be measured through process evaluation variables such as number of public meetings and persons outreach, and outcome evaluation criteria such as evidence of coordination across all departments on social determinants of health policy development.
2. Establishing policies, goals, and programs related to public health in Pomona, culminating in incorporating these outcomes into a new chapter of the Pomona General Plan, such as a Public Health Element. Evidence of this will be determining if at minimum a Draft policy document has been written, and ideally, such a draft has been formally adopted by the City Council.

Goal 2: Cannabis Enforcement

1. Illegal cannabis operations in Pomona are not proliferating at the same pace as prior to the establishment of legal cannabis and grant deployment. This will be measured by assessing the number of illegal operators by month proliferating against the number of illegal operators by month proliferating following grant activity.
2. Enforcement of illegal cannabis operations becomes more efficient, effective, and coordinated between all City departments. Evidence of this will be analyzing reporting statistics on length of time for enforcement, cost of enforcement, coordination with other City departments, and any evidence of new policies, tools, or initiatives that enable more effective dismantling of illegal operations to prevent their re-appearance.

The baseline data from the aforementioned two goals have been established for comparison.

Goal 3: Youth Development

3. Youth aged 7-17 from disadvantaged census tracts are meaningfully participating in after-school programming provided by the City of Pomona. This criteria will be measured through process evaluation variables such as the number of youth served by census tract. "Meaningfully participating" includes relationship building with peers and supportive adults, longevity of program, volunteering and civic engagement among participants, and any evidence of leadership.
4. Youth aged 7-17 improve their physical and mental health outcomes and derive prosocial activity benefit from participation in Pomona programming. This criteria will be measured through surveying of participants, and coordination with community based and local organizations that provide partnerships to Pomona, such as Tri City Mental Health.

h. Outcome Data Collection, Timing, and Sources

Quantitative data will be collected as follows:

1. **Surveying/Application.** This is for participant-based activities related to Goal 3 of Youth Development carried out by Community Services. It will be collected as each program component is carried out, starting from when participants enroll in an activity to when they exit the activity, which will allow pre- and post-surveying, with cumulative reporting provided quarterly for grant reporting purposes. Data will be collected in the RecTract system operated by Community Services.
2. **Case Tracking.** This is for non-participant enforcement activities. Each enforcement action requires an individual case and tracking of that case, which includes the reporting of quantitative data. It will be collected in permitting software and occur with each enforcement action, reported out after each case, and shared cumulatively quarterly for grant reporting purposes.

Qualitative data will be collected as follows:

1. **Case Notes.** For non-participant activities, any cases established will include qualitative assessments. This will be collected in permitting software and occur with each enforcement action, reported out after each case, and shared cumulatively quarterly for grant reporting purposes.
2. **Meetings/Memos.** All meetings conducted as part of this grant program will be tracked with agendas, minutes, and recordings, as available, and summarized for any key findings or decisions made. This will occur with each meeting scheduled, which is typically semi-monthly and quarterly.

i. Quantitative & Qualitative Outcome Data Analysis & Statistical Tools

Quantitative Data will be analyzed using basic statistical methods of summary statistics and trends analysis, using data visualization tools provided within existing software such as Microsoft Excel. Statistical tools will include basic regression and correlation analysis.

Qualitative Data will be analyzed through memos and reporting that provide key findings and summaries of any case notes, meetings, and internal memos, to determine qualitative trends and emerging issues that need to be addressed. The City will pursue the use of free, open-source tools like RQDA or CAT to code data from qualitative sources.

j. Strategies for Determining if Outcomes are Related to Project and Not Other Factors

The City will establish a baseline level of service for participants in underserved census tracts, and then compare the post-grant outcome of program delivery against this baseline to determine any changes. Variables that may affect the project outside of grant funding include the ongoing COVID-19 pandemic, changes in the economy and job loss which may

affect individual households and their ability to engage in after-school activity, changes in the legal cannabis market which may or may not lead to an acceleration of black market operators in Pomona, and changes in State law related to public health that may affect the viability of public health policy development at a local level. While these external factors cannot be controlled, or meaningfully incorporated into research evaluation design, they can certainly be monitored and reported on to provide necessary caveats on any findings reported related to this grant program.

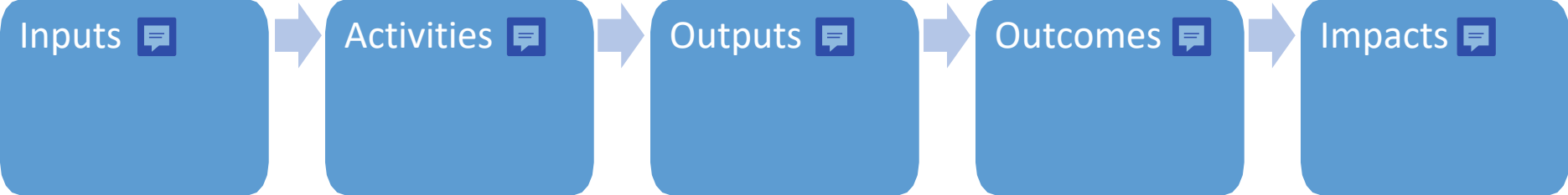
k. Effects on Outcome Variables for Each Intervention

As participant-based activities only involve the provision of programming, this measure is not relevant to the City's grant program.

Logic Model Template A

Project Goals:

Goal 1:
Goal 2:
Goal 3:



Planned Work

Intended Result