



Setting a Minimum Price for Tobacco Products in San Francisco

FINAL EVALUATION REPORT: 2017–2021

San Francisco Department of Public Health Tobacco Control Program

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Report submitted: December 14, 2021

ACKNOWLEDGEMENTS

The San Francisco Tobacco Free-Project would like to thank the San Francisco Tobacco-Free Project Coalition members, partner organizations, and youth for their contributions, insights, and perseverance toward protecting and promoting the health of all San Francisco communities. Special acknowledgements go to Project Coordinators and Emerging Community Leaders at the Youth Leadership Institute and Bay Area Community Resources—Youth Policy Leaders for their leadership and perseverance in bringing to light the harms of widely available cheap tobacco products on youth and low-income communities.

Suggested citation: Bright Research Group and San Francisco Department of Public Health Tobacco Free Project. *Setting a Minimum Price for Tobacco Products in San Francisco—Final Evaluation Report: 2017–2021*. California, 2021.

Made possible by funds received from Propositions 99 and 56 through the California Department of Public Health—TCS Contract # CTCP-1738.

ABSTRACT

The National Cancer Institute and the World Health Organization underscore the fact that increasing the price of tobacco products is the key method of preventing youth experimentation with tobacco and a major disruptor of the addiction process, thus working as a key strategy to reduce use by youth. In San Francisco, the average price of a cigarette pack prior to the April 2018 tax hike was only \$5.22, and almost all tobacco retail stores sold small packs of cheap cigarillos. To protect the health of youth and other communities from initiation and addiction to tobacco products, the San Francisco Tobacco Free Project (SFTFP) aimed to amend the existing tobacco retailer licensing (TRL) policy with a minimum price and/or a coupon-/discount nonredemption element. In May 2019, the San Francisco Youth Commission passed a resolution in support of the policy; but in the end, the objective was not met.

Through the Community Action Model (CAM) program, the SFTFP funded and built the capacity of two local youth organizations, the Youth Leadership Institute (YLI) and Bay Area Community Resources (BACR), to build the capacity of youth 37 Emerging Community Leaders (ECLs) to implement a youth-led strategy. Between 2017 and 2021, YLI youth conducted two rounds of public intercept surveys with 374 community members in neighborhoods with the highest density of tobacco retail stores to assess their attitude toward and support for the proposed policy: two-thirds of the residents in the Mission, Bayview, Tenderloin, and SOMA neighborhoods were supportive.

YLI and BACR youth gained a total of 39 endorsements from youth organizations, community members, and other community stakeholders over the course of the four-year campaign. In 2019, YLI efforts gained momentum and support from the San Francisco Youth Commission. However, the Board of Supervisors worked toward passing two e-cigarette policies, and the economic impact of the COVID-19 pandemic on small businesses made it politically challenging to gain decision-maker support. Through 7 interviews with San Francisco retailers and decision makers in 2021, the youth learned that tobacco products are yet being sold at retail stores, and that there is a need for ongoing policy connections.

AIM AND OUTCOME

Tobacco remains the leading cause of preventable death among San Franciscans. Increasing the price of tobacco products protects the health of youth as well as a variety of communities at risk, including smokers from low socioeconomic groups, people of color, people living with a mental illness and a dual diagnosis, and heavily addicted / long-term smokers (Bader, Boisclair, and Ferrence, 2011). While pricing as a method of reducing youth and adult use has long been documented (Chaloupka and Grossman, 1997), not enough has been done to curb the impact of the tobacco industry's pricing strategies. The San Francisco Department of Public Health and its Tobacco Free Project (SFTFP) have been working to reduce youth access to tobacco products to prevent youth uptake and addiction. To this end, SFTFP set the following objective for the 2017–2021 work plan:

Objective: The City and County of San Francisco will amend the existing TRL policy to include a minimum price and/or a coupon/discount nonredemption element. The policy aims to reduce youth access to tobacco products by eliminating discounting and/or low-cost tobacco products and to reduce tobacco-related health disparities among priority populations (e.g., people who are Hispanic/Latino and/or who are experiencing low socioeconomic statuses [low SES]).

By the end of the 2017–2021 work plan, SFTFP did not meet its objective. SFTFP funded the YLI and its team of youth and young-adult ECLs to research, identify, and collaborate with other projects working on minimum pricing and promotion strategies through the CAM program. Due to the impact of the COVID-19 pandemic, stay-at-home orders, and the financial

hardship that affected retailers, the Program Coordinators (PCs) and ECLs faced challenges in amending the existing TRL policy.

BACKGROUND

Youth are a vulnerable population with regard to smoking. Because of nicotine dependence and social factors, initiation of the use of tobacco products during adolescence is closely associated with persistent smoking in adulthood and with the many adverse health effects associated with chronic smoking (Rosen, Sockrider and Blake, 2019). In addition, youth are much more likely to be price sensitive with respect to tobacco prices, and tobacco companies understand this. In 2018, the top five tobacco companies spent over \$7.2 billion in price discounts for cigarettes (e.g., off-invoice discounts, buy-downs, and voluntary price reductions) (Levy et al., 2021). A 2018 study found that 1 in 13 youth (12–17 years old) received some sort of tobacco-product discount coupon, whether they used tobacco products or not (Rose et al., 2018).

In January 2016, 891 stores in San Francisco sold tobacco products. These stores were unequally concentrated in low-income communities and communities of color, such as the Tenderloin, South of Market Area (SOMA), Mission, Chinatown, and Bayview–Hunters Point neighborhoods. As result, low-income youth are more exposed to cheap tobacco products, advertisements, and discounts than other youth are. According to the 2016 Healthy Stores for a Healthy Community store-observation data, the mean minimum price of a pack of cigarettes was \$5.22, with the lowest price in the Tenderloin neighborhood. At least one-third of the tobacco retail stores surveyed had a price promotion. Finally, almost all the stores sold cigarillos in a pack size of five or fewer.

During the 2016 Communities of Excellence process, coalition members, residents, and the SFTFP staff prioritized amending the TRL policy to include a minimum price and/or a coupon discount nonredemption element as an objective. They prioritized the objective because of its potential impact on health equity, its feasibility, capacity of staff and coalition members, and existing political will.

At the time, regional efforts were already occurring in nearby counties. For example, in 2016, Sonoma County became the first local government in California to establish a minimum-price floor for cigarettes at \$7 that went into effect in 2018. Lastly, in 2017, BARC (at the time, a funded California Tobacco Control Program competitive grantee) conducted a survey of over 300 San Francisco adults that indicated that there was strong support for a minimum price or a restricting-discount policy—83% of them supported a policy restricting discounts, and 81% supported setting a minimum price for all tobacco products.

EVALUATION METHODS AND DESIGN

The evaluation design was nonexperimental and included a process evaluation. Process data was collected from five activities, which included both qualitative and quantitative methods. The process activities include a set of key informant interviews with store retailers, a media tracking activity record, a policy adoption record, two waves of a public intercept survey, and a consumer-testing activity to assess feedback on a fact sheet on minimum pricing for stakeholders.

The methods, sample size, analysis, and timing for each evaluation activity are described in table 1 on page 5.

Through the CAM program, the SFTFP partnered with the YLI to gather public opinions from San Francisco residents who were predominantly from targeted low-income neighborhoods with high concentrations of tobacco retailers and conduct key informant interviews with key stakeholders to inform their campaign strategy. Over the course of four years, two cohorts of youth and young-adult ECLs were trained to develop their public opinion survey and key informant interview tools; conduct primary data collection; and analyze their findings.

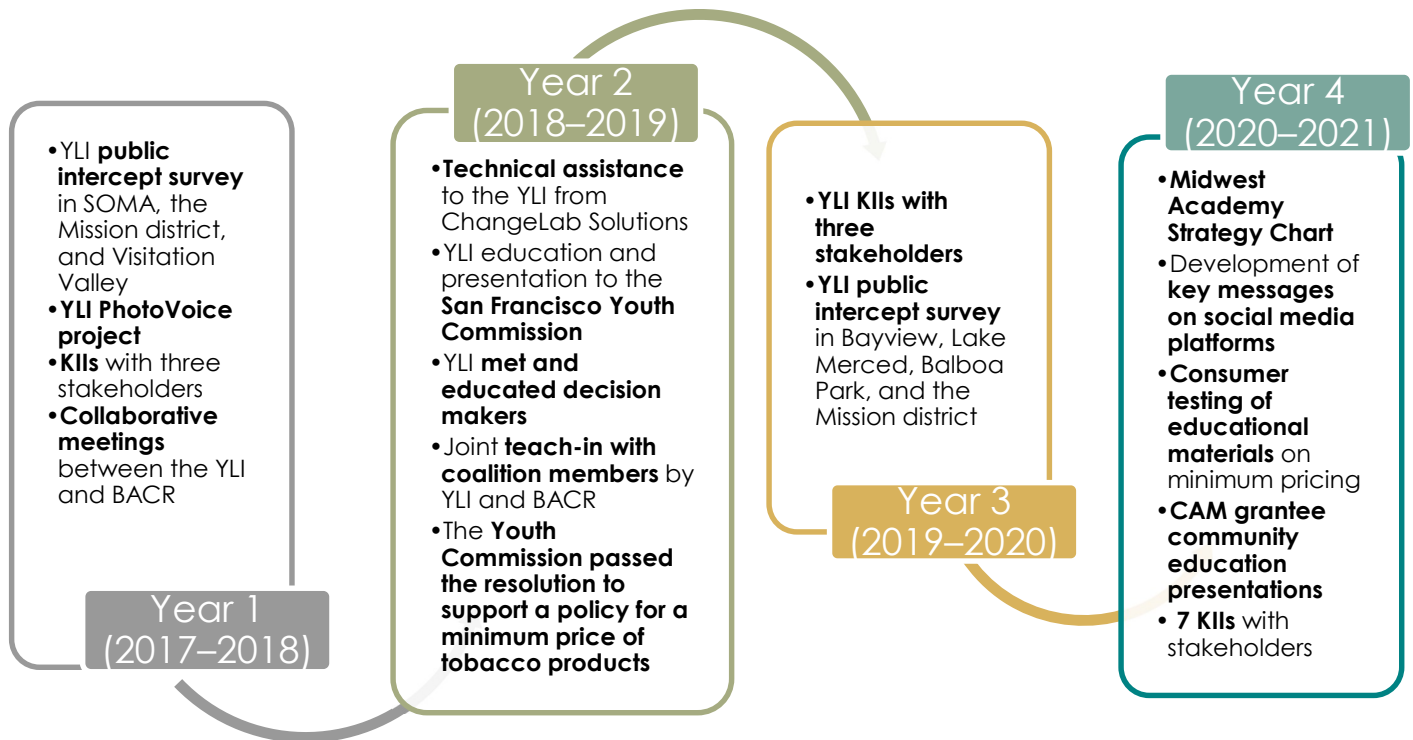
Limitations

A convenience sampling was utilized for the public intercept surveys and key informant interviews; therefore, the findings cannot be generalized to other stakeholders' perspectives.

Table 1. Key Process Evaluation Activities

Evaluation Activity	Purpose	Sample	Instrument Source	Analysis Method	Timing/Waves
Process Evaluation					
Public Intercept Survey	To gather constituent knowledge and support for a variety of tobacco-pricing policy options	N = 374 <ul style="list-style-type: none"> Wave 1 = 300 Wave 2 = 74 	YLI and evaluation consultant	Descriptive analysis	Years 1 and 3 2 waves
Media Activity Record	To track and assess earned and paid media regarding media efforts to promote setting a minimum price and/or limiting discounts of tobacco products	Media campaigns N = 3 <ul style="list-style-type: none"> BACR : 2 (Instagram, YouTube) YLI : 1; website (internal soft launch) 	Tobacco Control Evaluation Center	Content analysis	Year 4 1 wave
Key Informant Interviews	To learn about stakeholders’ opinions about various potential tobacco policies, including practices around pricing	N=7 <ul style="list-style-type: none"> YLI: 3 BACR: 4 	YLI, BACR, and an evaluation consultant	Content analysis	Year 4 1 wave
Policy Record	To track key events during advocates’ efforts to develop a model policy and enlist community and stakeholder support for the TRL amendment policy	Meetings with the community: N = 8 <ul style="list-style-type: none"> YLI: 4; BACR: 4 Meetings with stakeholders: N = 5 <ul style="list-style-type: none"> YLI: 1; BACR: 4 Endorsements N = 39 <ul style="list-style-type: none"> YLI: 4; BACR: 35 	Tobacco Control Evaluation Center	Content analysis	Years 3–4 1 wave
Other: Consumer Testing	Conduct consumer testing to assess feedback on the educational packet on minimum pricing for stakeholders, designed by CAM grantees	Reviewers N = 32 <ul style="list-style-type: none"> YLI: 9; BACR: 23 	YLI and BACR	Descriptive analysis	Years 2–4 1 wave

Figure 1. Key Intervention and Evaluation Activities in Chronological Order



IMPLEMENTATION AND RESULTS

SFTFP funded and supported youth-led efforts to address the low cost of tobacco products in low-income communities of color.

In 2017, SFTFP funded and partnered with the YLI, a local, youth-based, and community-based organization to collaborate with other youth groups to develop and implement a strategy toward San Francisco adopting a policy that addresses the prevalence of low-cost tobacco products in low-income neighborhoods in San Francisco. The YLI’s team of predominantly Latina ECLs, from 18 to 21 years old, received training, support, and stipends to implement all five of steps of the CAM program to drive policy-system-environmental change that addresses the cost of tobacco products in their community between 2017 and 2021.

Through California Tobacco Control Program competitive grants and other SFTFP CAM grants, the BACR Youth Policy Leaders (YPLs) also addressed the low cost and availability of tobacco products in their neighborhoods or supervisorial districts. To coordinate and build upon one another’s efforts, SFTFP helped ensure that the YLI and BACR convened and met regularly throughout the four years so that they could share resources, align their community research activities and strategies, and coordinate efforts to educate and inform community stakeholders and decision makers. Consistent communication proved to be a crucial factor involved during the progression of this process.

Figure 2. YLI PhotoVoice, 2018



This photo was taken in my community's nearest gas station / corner store, which happens to be low-income. They are promoting saving money on the purchase of tobacco products. These discounts are normal. Everyone can see this display, including youth and children, because it is right behind the cashier. —YLI youth, 18 years old



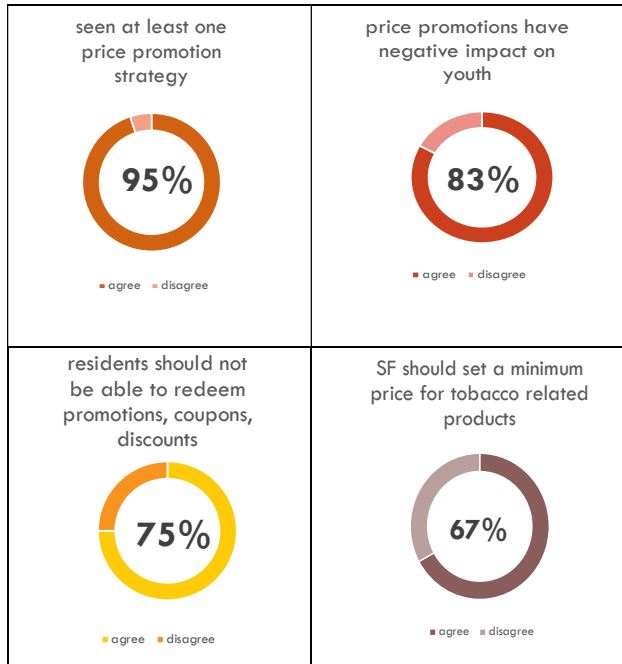
Mikey's Market is located in Ingleside, a neighborhood of college students and low-income families. There are two different types of cigarette-related price promotions on the storefronts. The store is noticeable because it is on the M line at a point where the train changes directions. The change of direction causes riders to be aware of their surroundings and makes Mikey's Market, including the price promotions and advertisements, the center of their attention. —YLI youth, 20 years old

The YLI's PhotoVoice and public intercept survey findings demonstrated the need to address low-cost tobacco products in their community.

As part of step 2 of CAM, the YLI ECLs conducted a PhotoVoice project to document and tell the story of the tobacco industry's tactics and impact in their neighborhoods. The YLI ECLs received trainings from their PCs and SFTFP to implement the PhotoVoice project. Their photos and narratives underscore the prominence of tobacco advertising, discounts, and low-cost products, which are pervasive in their neighborhood corner stores. These PhotoVoice photos and narratives were shared with community members, decision makers, and the Youth Commission through their educational packet and presentations (see figure 2).

To understand the impact of tobacco pricing strategies on community members and their support for a policy, the YLI ECLs developed and conducted a public opinion survey. Since the BACR youth (at the time, a funded California Tobacco Control Program competitive grantee) conducted a similar survey in 2016 in the Tenderloin area, the YLI youth consulted the BACR team in developing the survey and identifying different low-income, tobacco-retail-dense neighborhoods to survey. The ECLs collected a sample from over 300 San Francisco residents, with 48% of the participants living in targeted communities in the Mission district, SOMA, and Visitation Valley. These neighborhoods are predominantly low-income communities of color and have highest density of tobacco retail outlets. The key findings of the survey made the case for a policy that increases price or limits price promotions of tobacco products. Survey participants responded:

Table 2: 2018 Public Intercept Survey Findings
N=300



The YLI ECLs gained insight from subject-matter experts to inform the development of their campaign strategy and model policy.

To better understand best practices and the evidence for setting a minimum price or limiting coupons for tobacco products, the YLI interviewed and met with a variety of subject-matter experts. They learned about the impact of low-cost tobacco products through informational meetings with researchers from the University of California, Berkeley, and the University of California, San Francisco. The YLI also conducted key informant interviews with organizations that had direct experience with and knowledge about minimum-price policies and policy development—ChangeLab Solutions, Tri-City Health Center, and a former San Francisco Youth Commissioner. They also received assistance from ChangeLabs Solutions

in developing a model policy for minimum price and limiting coupons and price promotions to amend San Francisco’s existing TRL policy. These interviews and meetings provided insight into the development of their model policy, the completion of their Midwest Academy Strategy Chart, and the implementation their community education campaign.

The YLI educated their peers and gained the interest of San Francisco decision makers, resulting in the Youth Commission passing a resolution to set a minimum-price policy for tobacco in May 2019.

From July 2018 to May 2019, the YLI ECLs organized, educated, and informed various community stakeholders and decision makers using data and key messages developed during the previous year. BACR and the YLI identified areas for partnership and collaboration, including sharing lists of potential allies for educational presentations, and they showed up to support each other’s efforts and meetings with decision makers.

The YLI ECL team educated their peers and community organizations about the impact of low-cost tobacco products and discounts for tobacco products, as well as evidence from their survey and PhotoVoice findings to gain endorsements for their campaign as well as support. The YLI ECL team presented these findings to the Health Education Student Association at SF State University (SFSU) and Hermanas Unidas de SFSU, and in collaboration with BACR, the YLI ECL team joined a teach-in for the SF Tobacco-Free Coalition members. The YLI also held a community forum with the Youth Commission and the YLI’s Friday Night Live program, in which they presented to 30–40 young people. These presentations provided opportunities for the YLI to gather community

support. In total, they received 15 endorsements for their campaign.

Figure 3. Activities leading to the approved resolution by the Youth Commission

Educational Meetings with the Civic Engagement Committee of the Youth Coalition

- 2/25/2019
- 3/25/2019

Meetings with Decision Makers

- 3/21/2019 (Supervisor Mar)
- 4/22/2019 (Supervisor Walton)

Youth Commission Meetings

- 4/15/2019
- 5/6/2019

In the spring of 2019, the YLI held educational meetings with the Civic Engagement Committee of the Youth Commission, during which they presented their findings from their research activities, their model policy, and community endorsements. The Civic Engagement Committee supported the idea of developing a joint resolution to set a minimum price and limit coupons for tobacco products, moving it to be heard by the full commission. As momentum was building, the YLI presented the resolution to the full Youth Commission, and ultimately, it was heard and passed in May 2019! Young people from other CAM community partners came to the hearings to support and provide public comment. The resolution was included in the San Francisco Youth Commission's policy packet of recommendations to the San Francisco Board of Supervisors.

The YLI ECLs also met with Supervisor Mar's office and Supervisor Walton's office to inform and educate them about the need to set a minimum price for tobacco products or limit coupons and discounts. At the time, Supervisor Walton's office was interested in their efforts; however, they were deep in a campaign to pass two ordinances that limited the sale of electronic cigarettes in San Francisco. The political timing wasn't right, but Supervisor Walton's office offered to meet with the YLI ECL team after these efforts were completed.

The YLI youth survey demonstrated support in the Bayview, a low-income neighborhood in Supervisor Walton's district.

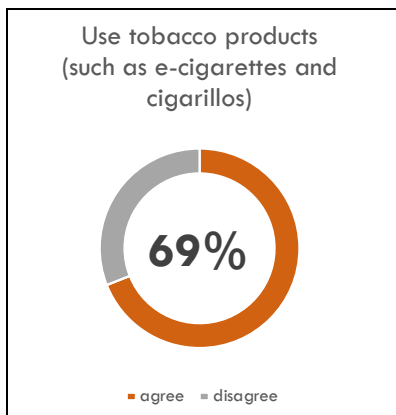
As the second cycle began in the summer of 2019, the YLI hired a new PC who recruited a new group of ECLs to start the second CAM cycle and build upon the previous groups' efforts. At the same time, BACR Youth Policy Leaders embarked on implementing a CAM project to address the volume and pack size of tobacco products. Through guidance from SFTFP, both the YLI and BACR youth ECL teams partnered and coordinated their efforts to address the low cost of tobacco products in San Francisco, with a focus on gaining support from Supervisor Walton.

Similar to the first CAM cycle, the YLI ECLs conducted three key informant interviews with key stakeholders and experts, including a representative of the Public Health Law Center, the American Lung Association, and a local tobacco retailer. Some of these interviews were done in collaboration with the BACR ECL team that was working on addressing the sale of tobacco products in small pack sizes (i.e., doubles and five-packs) at low prices. Through

these interviews, they learned that policies to restrict sales of tobacco products are met by resistance from Big Tobacco and local store owners due to their financial interest.

Between February and March 2020, the ECLs conducted a second wave of public intercept surveys with residents in the Bayview, a low-income, predominantly Black neighborhood that Supervisor Walton represents in District 10. At first, they collected in-person surveys by surveying residents in community spaces, but the COVID-19 pandemic and shelter-in-place impacted their ability to complete their public intercept surveys. In the end, they collected only 76 public intercept surveys, mainly with low-income 94124 residents. Their findings showed that though tobacco use was high among respondents, there was still support to increase the price of tobacco products.

Table 3: 2020 Public Intercept Survey Findings
N=74



Though the COVID-19 pandemic impacted the YLI and BACR youth teams’ progress, they gained community support toward a policy to set a minimum price and pack size for tobacco products.

Due to the COVID-19 public health emergency, the YLI and BACR ECL teams had to adapt to meeting, planning, and implementing their educational campaigns virtually. Young people and their families were also economically, physically, and mentally impacted by the COVID-19 pandemic, which made it challenging to focus on a health-related topic that was less relevant or a priority. At the same time, SFTFP staff were deployed to manage and coordinate the COVID-19 pandemic response, which hampered their ability to provide technical assistance and training. In response, SFTFP extended funding to both the YLI and BACR to continue their outreach and education efforts.

The YLI and BACR ECL teams completed a Midwest Academy Strategy Chart, with support and training from the California Youth Advocacy Network, to inform their organizing and education strategy with community stakeholders and decision makers. Key education tactics included the following:

- Reengaging the president of the San Francisco Board of Supervisors, Supervisor Walton of District 10
- Presenting to the Youth Commission to gain support
- Educating and gaining endorsements from youth-development organizations, health organizations, and other community groups, strategically focusing on District 10
- A social media campaign to educate and mobilize support from youth and community-based organizations
- Engaging with supervisor Matt Haney's office (District 6) and gaining support toward the end of the CAM cycle (November 2021), with plans to remain in touch after current legislative items are completed

Between July and December 2021, the YLI and BACR ECLs developed educational packets, using data from their surveys, to be disseminated as part of their community education presentations. The educational packets were designed through consumer testing with a total of 32 youth and community members to ensure that the look and feel, language, and information were clear and effective. In total, both teams distributed their educational packets and presented to 48 individuals, stakeholders, and community organizations, and received 39 community endorsements.

Community Stakeholder Endorsements

- ScholarMatch
- La Raza Centro Legal
- California Pan-Ethnic Health Network
- San Francisco State Dream Resource Center
- Tenderloin Boys & Girls Club—Keystone Club
- Breathe California

Between July and December 2021, the YLI's and BACR's online and social media campaigns educated and reached out to a variety of stakeholders. These platforms also encouraged community members to endorse their campaign and join their efforts.

- BACR's Instagram account (@youthpolicyleaders) posted six times and reached over 300 followers
- BACR's educational [YouTube video](#) on setting a minimum pack size for tobacco garnered a total of 277 views
- The YLI, although unable to fully launch their website due to staffing limitations, completed an internal soft launch of their website during the six-month extension, with plans to complete a full launch toward the end of 2021

[Key Informant Interview Findings on local tobacco retailers, city agency leaders on minimum price/pack policy]

The economic impact of the COVID-19 pandemic on small businesses made it politically challenging to gain decision-maker support for a policy that is perceived as having negative a financial impact on businesses. According to the San Francisco Chamber of Commerce, 50% of small business closed as of May 2021.

Decisionmakers shared counter points to tobacco retailer license amendments, including increased financial burden among small retailers, job loss in the retail industry and increased store closures among smaller retailers.

Key findings from key informant interviews Fall 2021 concluded:

- Educational and Buy-in: Continued education around the policy to receive community buy-in
- Retailers Role: Need to educate retailers to have them champion the policy too
- Health Outcomes: Continued to connect our policy to health outcomes
- Policy Loopholes: Essential to close any loopholes Big Tobacco may exploit by having a comprehensive policy i.e. including minimum pricing
- Enforcement: SFPDPH team is there to help educate and support business owners and not to “shut down” businesses
- “Liquor stores are still selling tobacco products despite restrictions”
- “Tobacco use is not seen as a problem within the community because it has become so normalized”
- “Bodega shop workers are very neutral towards this issue, only concerned with profit”
- “If it wasn’t for grassroots efforts, these issues relating to tobacco would not be coming forward”
- “Price promotions happen in more low-income neighborhoods where POC live, which tend to not be as high-income as other wealthy neighborhoods in San Francisco”

CONCLUSION AND RECOMMENDATIONS

The SFTFP’s goal of passing a policy that sets a minimum price of tobacco products or restricts the use of discounts and coupons was not met. In 2017–2019, the YLI’s youth and young adults led efforts that resulted in the San Francisco Youth Commission passing a resolution in support of a policy for a minimum price of tobacco products. Momentum gained from these initial efforts were stymied by the Board of Supervisors, who were focused on becoming the first major US city to restrict the sale of e-cigarettes. When the political window began to open in 2020, the economic impact of the COVID-19 pandemic on small businesses meant that setting a minimum price for tobacco products was not politically viable due to its perceived harm on small businesses. At the same time, youth leaders, community-based organizations, and SFTFP’s capacity were impacted by the pandemic, and engagement with the issue waned.

Despite the challenges, several factors facilitated building community stakeholder awareness and support:

- Utilizing the CAM model to partner and build the capacity of youth and young adults to own and lead efforts ensured that it was rooted in young people’s voices and expertise
- The public intercept survey and PhotoVoice photos and narratives of the impact of low-cost tobacco products in priority neighborhoods demonstrated inequities and personalized the issue
- Credible youth organizations are more able to reach and gain the support of youth, community-based organizations, and the Youth Commission
- Two youth organizations collaborating and coordinating their efforts to work toward setting a minimum price and pack size

In future efforts to advance this policy objective, San Francisco should consider the following:

- Continuing to engage and build the capacity of youth and young adults in communities most impacted by tobacco to lead policy objective efforts
- Utilizing key messages that highlight evidence that there is little to no negative economic impact on small businesses
- Engage and educate tobacco retailers on the issue to gain their support
- Close any loopholes Big Tobacco may exploit by having a comprehensive policy i.e., including minimum pricing/pack size
- Continued collaboration and partnership with San Francisco City/County and community stakeholders to educate and support business owners in tobacco prevention efforts

presentations, educational packets, and social media. The SFTFP will share this report to coalition members as they plan for future efforts to address the availability of low-cost and small-size tobacco products in San Francisco.

SFTFP, YLI, and BACR have shared key findings from this report to coalition members and other organizations through educational

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APPENDIX

I. YLI CAM Public Opinion Survey Summary of Findings and Survey Instrument, 2018

2. YLI CAM Public Opinion Survey Summary of Findings and Survey Instrument, 2020
3. YLI Educational Packet
4. Summary of the Educational Packet Consumer-Feedback Survey, Consumer-Testing Report, and the Distribution Plan for the Youth Leadership Institute