



Community Action Model—Creating Change by Building Community Capacity in San Francisco

BRIEF EVALUATION REPORT: 2017-2021

San Francisco County Department of Public Health Tobacco Control Program

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AIM AND OUTCOME

Youth of color, low-income youth, and LGBTQ youth are disproportionately affected by tobacco use and tobacco-industry tactics. As a response, the San Francisco Tobacco-Free Project (TFP) has incorporated youth engagement in tobacco control and prevention efforts to help protect young people from the influences of tobacco-industry marketing, the availability of tobacco, and tobacco use in their neighborhoods. The TFP has been implementing the Community Action Model (CAM), a five-step process that builds the capacity of community members and youth to create policy, systems and environmental (PSE) change to prevent tobacco use and influences. For the 2017–2021 work plan, the TFP continued its commitment to youth engagement by setting this objective:

By June 30, 2021, the City and County of San Francisco will annually engage in participatory collaborative partnerships with at least four youth-serving organizations, with a total of 15–25 youth (14 to 20 years old), who represent communities of color, utilizing the CAM model to train and mobilize youth involvement in at least three tobacco-related activities, such as community assessments; engagement and education of stakeholders, development of tobacco-control-related policy, and environmental and systems change; and other activities that address tobacco-related determinants of health. Each CAM cycle extends for two years. A total of eight youth-serving organizations and 30–50 youth will be engaged over the four years.

By the end of the 2017–2021 period, the TFP met and exceeded its objective to engage and build the capacity of at least 4 youth-serving organizations, by engaging a total of 11 local organizations, including 7 youth-serving and

young-adult organizations that trained over 80 youth over two CAM cycles.

BACKGROUND

Since 1990, over 50 cohorts of San Francisco youth and/or adult leaders, or Emerging Community Leaders (ECLs) have been trained to address tobacco-related health disparities in their communities through community-led research, education campaigns, organizing, and engaging decision makers, resulting in 40 PSE tobacco-control-related changes. For the 2016 Communities of Excellence (CX) process, coalition members continued to support youth engagement as an objective through CAM. For 2017–2022, the TFP aimed to increase recruitment of youth, specifically Black / African American, Pacific Islander, and LGBTQ individuals, to participate in CAM projects since their communities are among the most impacted by tobacco use.

EVALUATION METHODS AND DESIGN

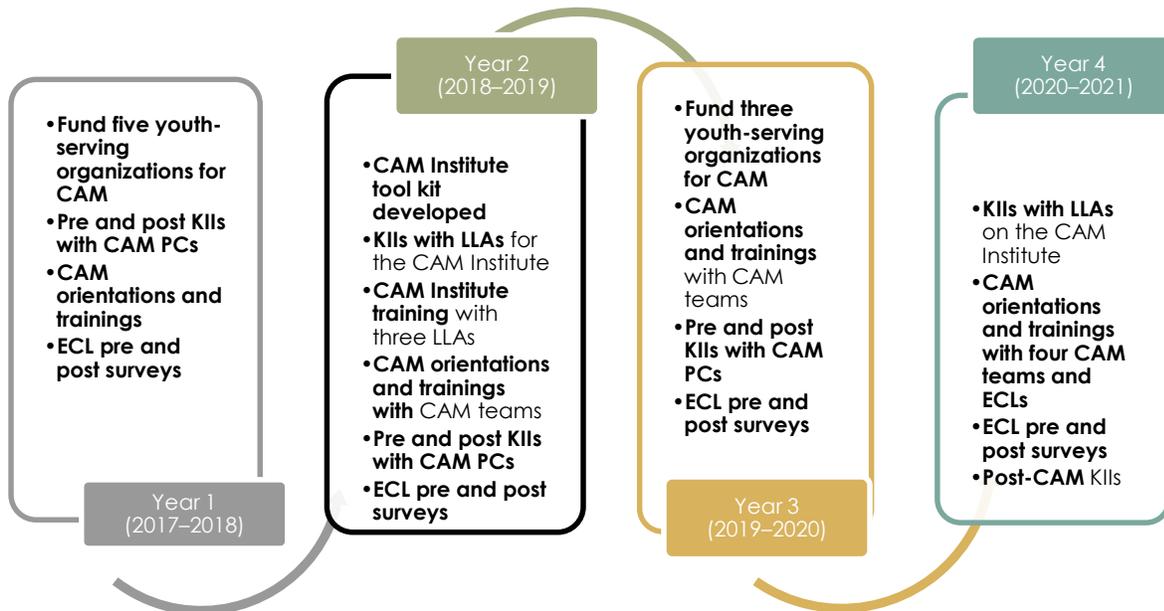
The evaluation design was non-experimental, consisted of quantitative and qualitative methods, and included both process and outcome evaluations. The TFP engaged an outside evaluator to design, implement, and analyze the evaluation activities. For each CAM cycle, the TFP conducted a non-experimental pre and post survey to measure changes in youth leaders' knowledge and skills with respect to key learning objectives of CAM, as well as key informant interviews with project coordinators (PCs). Because quantitative and qualitative data collection and analysis included responses from all CAM grantees, the evaluation findings reported in this BER include CAM partner organizations that engaged Transitional Age Youth (TAY) and adult leaders. Evaluation activities for the CAM Institute included pre and post key interviews with representatives from Local Lead Agencies (LLA)

to assess the CAM Institute's efforts and impact on training and technical assistance, as well as

an education participant survey to provide feedback on CAM training activities.

Table 1. Key Outcome and Process Evaluation Activities

Evaluation Activity	Purpose	Sample	Instrument Source	Analysis Method	Timing/Waves
Process Evaluation					
CAM Institute Education Participant Survey	To provide feedback on May 2019 CAM training activities	N = 20 <ul style="list-style-type: none"> Day 1 = 9 Day 2 = 11 	Evaluation consultant	Descriptive analysis	Year 2 1 wave
Coalition Satisfaction Survey	To provide feedback on membership activity, satisfaction, interests, and ways to improve the coalition	N = 82 <ul style="list-style-type: none"> 2018 = 27 2019 = 17 2020 = 26 2021 = 12 	Evaluation consultant	Descriptive analysis	Years 1–4 4 waves
CAM Project Coordinator Key Informant Interviews	To gather insights on how youth agencies integrated youth development and engagement in CAM into their work and feedback on CAM trainings	N = 41 <ul style="list-style-type: none"> 2017–2019: 30 2019–2021: 11 	Evaluation consultant	Content analysis	Years 1–4 5 waves
Process and Outcome Evaluation					
Education/Participant Survey (Pre- and Post-CAM)	To assess skills and capacity built through their participation in the series of CAM trainings	<ul style="list-style-type: none"> 2017–2018 = 66 2018–2019 = 56 2019–2021 = 39 	Evaluation consultant	Descriptive analysis	Years 1–4 6 waves
LLA Pre and Post Key Informant Interviews	To assess technical-assistance needs from LLAs	12 total interviews <ul style="list-style-type: none"> 2019 = 8 2020 = 4 	Evaluation consultant	Content analysis	Years 2–4 2 waves

Figure 1. Implementation of Activities in Chronological Order

IMPLEMENTATION AND RESULTS

2017–2019 Community Action Model: Reaching and Building the Capacity of Youth-Serving Organizations

The TFP funded and partnered with nine community-based organizations (CBOs) to recruit and build the capacity of youth and adult leaders in different neighborhoods in San

Francisco to implement CAM and drive policy, system, environmental change to address tobacco-related issues. With the goal of engaging and building the capacity of more Latino, Black, and LGBTQ youth through CAM, the TFP also offered two levels of CAM funding to engage CBOs who were new to the work, resulting in five new CBO partners. Two of these youth-serving CBOs (the Rafiki Coalition for Health and Wellness and the Samoan Community Development Center) received additional funding to continue into a second year of CAM. Each CAM project identified a tobacco-related policy, system, environmental change issue they wanted to take action toward. Five out of the nine organizations recruited young people, 14 to 20 years old, as Emerging Community Leaders (ECLs) for their CAM project (see table 2). According to the ECL survey, two-thirds of ECLs identify as female; 44% as Latinx; 30% as Black / African American; and 21% as LGBTQ.

Key informant interviews with the CAM grantee staff indicated that the TFP successfully engaged smaller CBOs that didn't have experience with youth engagement, tobacco, or public health campaigns. However, the informants shared that the RFP application and required work plan could still be a barrier for organizations without experience in these areas.

“My organization is really focused on serving underserved youth and families. CAM gave more opportunities to youth who may have more challenges in their lives or feel like they don't fit in with more traditional internship programs.”
 –CAM Project Coordinator

Throughout the two-year CAM cycle, the TFP team built the capacity of the PCs and their ELC teams to lead and implement all five steps of CAM. Pre surveys with ECLs and pre interviews

with the PCs assessed baseline knowledge and skills and informed the development of the training curriculum and technical assistance provided to the cohort. The CAM PCs suggested training and technical assistance in community research, policy cycle, tobacco control, and community leadership development.

The TFP provided a total of 11 different trainings, approximately two to three trainings per CAM step, that were done in either the train-the-trainer style with PCs or directly with ECL teams. The trainings were rooted in popular education principles that value and draw from the expertise of community members and their lived experience and incorporate interactive elements (see the appendix for a list of trainings). In total, the TFP staff provided over 180 hours of technical

Table 2. CAM Projects 2017–2021				
Topic	Organization	Grant Duration	# of Youth ECLs	Total #
CAM 2017–2019 Cycle				
Menthol and Flavors	Breathe California	July 2017–June 2019		8
	Rafiki Coalition for Health and Wellness	July 2017–June 2019		5
	Jamestown Community Center	July 2017– June 2018		9
	Vietnamese Youth Development Center	July 2017–June 2019		10
Healthy Retail	Samoan Community Development Center	July 2017–June 2019		5
Minimum Price	Youth Leadership Institute	July 2017–June 2019		12
Smoke-Free Housing*	Bay Area Community Resources	July 2017–June 2019		9
	Urban Services YMCA	July 2017–June 2018		4
	Booker T. Washington Community Service Center	July 2017–June 2018		8
CAM 2019–2021 Cycle				
Tobacco-Free Faith-Community Campus	Collective Impact / Mo' MAGIC	July 2019–Dec. 2021		9
	Horizons Unlimited	July 2019–Dec. 2021		10
Minimum Pack Size	Bay Area Community Resources	July 2019–Dec. 2021		11
Minimum Price	Youth Leadership Institute	July 2019–Dec. 2021		11
<i>*CAM projects funded through Master Settlement Agreement funds</i>			Total	94

assistance and support to youth-serving CAM PCs through one-on-one technical-assistance meetings and monthly PC learning communities.

ECLs Increased Their Knowledge and Skills to Engage in Tobacco-Related Community Research and Education

During the 2017–2019 CAM cycle, youth ECLs led and conducted their own community research activities and educated and mobilized their community and key stakeholders to champion policy, system, environmental change, including the following:

- The Youth Commission passed a resolution to support a minimum-price policy for tobacco products
- The HealthyRetailSF Advisory Committee created a definition of “underserved areas” per the Healthy Food Retailer Incentives Program Ordinance
- Two high schools piloted a flavored-tobacco buyback program

The TFP administered a survey to ECLs before and after they participated in their CAM project. Analyses of the pre and post surveys were conducted twice, once after the first year of the CAM program in 2018 and a second time in 2019. For CAM projects that received two years of funding, the survey analysis showed that ECLs reported an increase in experience with community organizing, education, and knowledge of the core concepts of CAM (see table 3). Many young people also shared that public speaking and “using my voice to speak my

truth” was one of the most valuable skills they gained. Lastly, 83% of the ECL respondents reported that they would recommend the program to a friend.

The TFP also conducted interviews with PCs at the end of each grant year to assess the value and impact of the program on them, their ECLs and areas for improvement for training and technical assistance. Interviews with the PCs showed that overall, they felt that participating in CAM increased their skills to engage and motivate youth and to manage large projects with concurrent timelines. They also indicated that CAM had increased their knowledge on policy, systems, and environmental change and had increased their relationships with other organizations and leaders in their community. Lastly, the PCs reported strong growth among the ECLs, particularly regarding increased self-confidence, public speaking, and critical-thinking skills. Feedback on CAM trainings and technical assistance included conducting more trainings to train-the-trainer style trainings and increasing interactive elements; laying a stronger foundation for tobacco control as a social justice issue; decreasing the number of deliverables; and reducing the number of check-in meetings.

Table 3. CAM 2017–2019 ECL Knowledge and Skill Areas with the Greatest Change (N = 38)

CAM Skill or Knowledge Area	% Difference in “A Lot”
Step 4. Provided public comments to elected officials	51%
Step 3. Analyzed and interpreted data from focus groups or key informant interviews	51%
Step 3. Analyzed and interpreted data from surveys	47%
Step 2. Developed and conduct surveys in the neighborhood	46%
Step 1. Understand the strategy to reduce tobacco use and smoking in the community	44%

2019–2021 Community Action Model: Engaging and Building the Capacity of Youth Leaders during the COVID-19 Pandemic

Between 2019 and 2021, the TFP engaged and funded four CBOs to recruit and train ECLs to advance minimum-price and volume elements in San Francisco’s TRL policy and tobacco-free policy in faith-community campuses. Three out of four CBOs—Bay Area Community Resources, the Youth Leadership Institute, and Horizons Unlimited—engaged youth and young adults reaching 41 emerging community leaders. More than half (60%) of the ECLs identify as female; about half (53%) as Latin; 20% as Black / African American; and 15% as LGBTQ.

The TFP staff offered a similar suite of trainings, technical assistance, and monthly partner meetings to the 2019–2021 CAM PCs and ECL teams, integrating recommendations from the previous cohort. Due to shelter-in-place and the TFP staff being deployed to manage COVID-19 response, the majority of the capacity building and training of CAM PCs and the ECLs was provided virtually by an external consultant, Bright Research Group, between March 2020 and June 2021 (steps 3 and 4). All in all, 13 trainings were provided, and 139.25 hours of technical assistance were provided to CAM grantees by the TFP or outside trainers. **See the appendix for a list of trainings.**

The COVID-19 pandemic and shelter-in-place made it challenging for CAM PCs to build the capacity of their ECLs to implement CAM activities. The ECLs and PCs were personally impacted by the pandemic and did not have the capacity to engage in CAM projects. Youth ECLs experienced Zoom and online fatigue, which made holding engaging virtual workshops challenging for PCs. Lastly, the CAM grantees faced challenges in advancing the tobacco-related policy, system, environmental change with community stakeholders. Not only were these issues low-priority for community stakeholders and decision makers, but also shelter-in-place limited outreach to online channels. In response, the TFP provided additional funding for the PCs to send food, care packages, and other incentives and holistic supports to the ECLs. The TFP also extended the length of each CAM step, reduced the number of deliverables, and provided coaching on how to pivot implementation of CAM activities virtually.

In spite of the challenges of the pandemic, the ECL survey responses indicate that the CAM program facilitated confidence and understanding of the CAM ECLs in almost all CAM skill and knowledge areas (see table 4). In particular, the CAM ECLs significantly increased their confidence and understanding in community-based research methods (CAM steps 2–3). The majority of these two steps’ activities and trainings were implemented before shelter-in-place. Although there were

Table 4. CAM 2019–2021 Pre and Post Survey Question Sets and Analyses

Question Sets	Number of Respondents	T-Value	P-Value
CAM Core Knowledge Areas	16	-2.423	p = 0.03*
Cam Core Skills	16	-1.672	p = 0.12
Define, Design, and Do Community Diagnosis	16	-3.876	p = 0.00***
Analyze and Disseminate Diagnosis	10	-4.254	p = 0.00***
Select and Implement Action + Maintain and Enforce Core Knowledge and Skills	7	-3.652	P = 0.01**

* = p<0.05; ** = p<0.01; *** = p<0.001

fewer opportunities for the CAM ECLs to engage in educating local decision makers and community members during shelter-in-place, they did report a gain in knowledge and skills in those areas. In fact, many of the ECLs came into the CAM program to develop public speaking and collaboration skills and found the trainings and workshops that provided opportunities to practice those skills as the most valuable and impactful.

Interviews with the CAM PCs also validated the growth of the ECLs as leaders through the program. The PCs cited the development of the ECL's confidence and initiative with managing their project. They explained that the trainings help build young people's confidence and communication styles, especially with regard to communicating their needs during the difficult COVID-19 pandemic. Lastly, the ECLs valued non-program-focused activities during their virtual sessions, such as "show and tell," games, contests, and discussions about issues of social justice and allyship.

"As an Emerging Community Leader, you have to know what people need. After you find the problem, be ready to voice up for more help. In the end, we have to present this problem to the decision maker to make it better." —ECL

"I'm most proud of the ECLs' growth. Their dedication to social justice grows. They are learning life skills and being supportive of each other. They are supporting their families. I'm most proud of their resilience this last year. Their resilience and persistence shine through on the documents." —CAM Project Coordinator

CAM Institute: Training Local Lead Agencies to Implement CAM in Their Community

In response to other LLAs' interest in implementing the CAM program for their jurisdictions, the TFP developed and implemented the CAM Institute to train and provide technical assistance to three LLAs (Alameda, Santa Clara, and Fresno Counties). Interviews with the LLA staff to assess their technical-assistance needs informed the development of the CAM Institute, including a tool kit, a two-day training, and monthly technical-assistance meetings. Key accomplishments of the CAM Institute included the following:

- Between January 2018 and December 2021, the TFP provided over **71 hours of technical assistance and support to LLAs** to implement CAM.
- In May 2019, the TFP provided a **two-day, in-person CAM training to LLAs**, which covered popular education, training, and technical assistance structure; curriculum planning; workshop development; and program monitoring and evaluation.
- The TFP developed a **CAM Institute Tool Kit** that included an implementation and evaluation guide for each CAM step, sample trainings and deliverable templates, and other tools.

Interviews with the LLA staff showed that all three LLAs successfully launched their CAM programs and have adapted program implementation to comply with shelter-in-place mandates during the current ongoing COVID-19 pandemic. Partner organizations shared that they valued their CAM Institute experience and emphasized the utility of monthly partner calls. In particular, they appreciated the peer learning

regarding how each LLA was adapting CAM for their jurisdiction. The LLAs also reported that the CAM Toolkit as vital in providing the CAM Institute partners with a foundation to model their programs after.

“Being able to access those documents with examples of different trainings, agendas, and icebreakers has been very helpful in planning foundation for our work.” —LLA

CONCLUSION AND RECOMMENDATIONS

The TFP met and exceeded their objective: they funded and built the capacity of seven youth-serving organizations, representing different priority communities in San Francisco to engage 80 of youth and young adults to implement all five steps of the CAM model through two two-year grant cycles. The TFP provided trainings, facilitated monthly meetings, and provided technical assistance to the CAM PCs, who, in turn, held weekly workshops and trainings with their ECL teams of 6–8 young people. Young people led and implemented activities that led to mobilizing and educating community stakeholders to create a policy, system, environmental change to address a tobacco-related issue of concern. They engaged in activities such as designing, conducting, and analyzing their own community research activities; educating and organizing community partners through media campaigns and community meetings; and informing local decision makers. Ultimately, through CAM projects, the San Francisco Youth Commission passed a resolution in support of a policy for a minimum price of tobacco products; the HealthyRetailSF Advisory Committee was compelled to comply with the Healthy Food Retailers Incentive Program Ordinance; and Z changes were achieved.

The COVID-19 pandemic significantly impacted the 2019–2021 cycle of the CAM program; however, the CAM PCs and the TFP responded to the needs and priorities of the ECLs to engage them in the work. Key informant interviews with the PCs and participant surveys with the ECLs from both cycles indicated that youth gained valuable skills and experiences through the CAM program. Several factors that facilitated the TFP in successfully meeting this objective are the following:

- Utilizing CAM to fund and build the capacity of youth-serving organizations to recruit and train their ECL teams and implement activities
- Developing and conducting train-the-trainer-style workshops rooted in popular education principles with the CAM PCs so they can tailor them to their youth and young-adult ECL teams
- Regular interviews and check-ins with the CAM PCs to gain feedback to improve the TFP’s capacity-building approach and trainings
- During the COVID-19 pandemic, the TFP responded to the needs and priorities of youth-serving organizations and their ECL teams by being flexible with respect to the deliverables and budget

The TFP will continue to engage and fund youth-serving organizations through CAM and support other LLAs to do the same through the CAM Institute. They will apply successful strategies and lessons learned from these two cycles of CAM, especially those on providing virtual trainings, to future CAM cycles. They will also share back the findings from this report and other evaluation activities to the CAM-funded grantees, the TFP, and other key partners.

APPENDIX
I. List of CAM Trainings provided by the TFP and Outside Trainers

Step	CAM Trainings 2017–2019
Step 1	<ul style="list-style-type: none"> • 2-day, 12-hour CAM orientation training for all CAM PCs • 6-hour youth-oriented CAM retreat with ECLs
Step 2	<ul style="list-style-type: none"> • 5-hour Youth Participatory Action Research Training by Partners for Collaborative Change • 2-hour trainings on community research and methods to ECLs by BRG • 1.5-hour trainings on survey development to ECL teams by BRG • 1.5-hour trainings on key informant interviews to ECL teams
Step 3	<ul style="list-style-type: none"> • 2-hour train-the-trainer training on qualitative and quantitative analyses for PCs • 2-hour trainings on communicating and visualizing research findings to ECLs by BRG
Step 4-5	<ul style="list-style-type: none"> • 2-day orientation and training for PCs on policy, system, environmental change, campaign tactics, and youth engagement • Half-day ECL orientation on engaging and educating community stakeholders • 2-hour media-message and social media campaign training to ECLs by Spitfire

Step	CAM Trainings 2017–2019
Step 1	<ul style="list-style-type: none"> • 2-day, 12-hour CAM orientation training for all CAM PCs • 6-hour youth-oriented CAM retreat with ECLs
Step 2	<ul style="list-style-type: none"> • 3-hour train-the-trainer training on community diagnosis and a research plan for PCs • 2-hour trainings on community research and methods to ECLs by BRG • 2-hour trainings on survey development to ECLs teams by BRG • 3-hour trainings on key informant interviews to PCs by BRG • 2-hour photovoice training to the ECL team
Step 3	<ul style="list-style-type: none"> • 2-hour train-the-trainer training on qualitative analysis for PCs by BRG • 2-hour train-the-trainer training on quantitative data analysis • 2-hour trainings on communicating and visualizing research findings to ECLs by BRG
Steps 4–5	<ul style="list-style-type: none"> • 3-day (7.5-hour) virtual training for PCs on CAM Step 4 basics and structure, PSE change • 2-hour media-message and campaign-strategy training by TOLA Organizing Academy • 1-hour training on media messaging by BRG

2. 2017-2019 CAM Pre and Post Survey Tool and Reports
3. 2017-2019 CAM KII Summary Reports (Pre and Post)

4. 2019-2021 CAM Pre and Post Survey Tool and Reports
5. 2019-2021 CAM KII Summary Reports (Pre and Post)
6. CAM Institute KII Reports
7. Coalition Surveys