



Proposition 64 Cohort 3 Grant Program

Local Evaluation Plan

Lake County Cannabis Code Enforcement and Office of
Education Family WRAP Program

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Date:

October 15, 2023

Project Period:

May 1, 2023 – April 30, 2028

2. Project Background

2a. Project Information and Need

The passage of Proposition 64 rapidly brought Lake County's extensive cannabis industry into the legal market. To understand the magnitude of this transformation for County government, historical context is valuable. Reviewing records from the Campaign Against Marijuana Task Force (CAMP) reveals that from 1984-1995 and 2004-2009, Lake County consistently ranked among the top 10 counties for plant eradication, even ranking first from 2004-2009, surpassing Humboldt and Mendocino Counties combined.

With cannabis now legal for adult purchase and possession, the County faces new challenges. Youth-focused education and services must incorporate cannabis, mirroring approaches to regulated substances like alcohol and tobacco. Recently, the County approved its first dispensaries, which are soon to open. Major processing and distribution operations have also started, poised to be significant employers. Notably, expansive cannabis fields are now visible, raising youth exposure. These operations also raise concerns, as the County deals with numerous unpermitted cultivation sites, sidestepping regulations and undermining public safety measures. They fuel a frustrating black market for regulators and licensed cultivators. This evolving landscape presents two critical needs for Lake County: addressing the impact of cannabis and other substances on youth and tackling the prevalence of unlawful cultivation.

The first program addresses Project Purpose Area (PPA) 1 – Youth Development/Youth Prevention and Intervention through further development and growth of a **Family WRAP Program** within the Lake County Office of Education (LCOE). This initiative aims to bolster the program's offerings by providing an extensive range of services tailored to empower identified youth clients to excel both within their homes and as students. Under this program, clients will not only receive direct services but also benefit from services specifically tailored to address the needs of parents, thereby fostering an environment conducive to their child's success. The following services are provided for no less than 90 days:

- Pre-Assessment and Ongoing Assessment
- Career Counseling/Job Shadowing
- Individual/Family Support
- Mentoring
- Leadership Training
- Life Skills
- Pro-Social Activities
- Referrals
- Skill Building
- Substance Abuse Awareness (Stanford Cannabis Curriculum)

The second program addresses PPA 3 – Public Safety and PPA 4 – Environmental Impacts. This initiative is geared towards strengthening **Lake County Cannabis Code Enforcement** Division's ability to combat illegal cannabis cultivation by supporting two dedicated officer and an office assistant and furnishing them with the requisite equipment and training for conducting inspections and issuing citations. Through the modernization of technology and the acquisition of new equipment, including drones, targeted satellite imagery tools, mobile laptops, and printers, the Code Enforcement division will

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significantly enhance the efficiency and effectiveness of its enforcement efforts to combat unlawful cannabis cultivation.

Both programs will furnish data directly to the County Community Development office for ongoing monitoring. Community Development will subsequently produce requisite reports and evaluations associated with the grant. These programs are designed to showcase their effectiveness, ensuring their continued operation in the future.

Family WRAP Program

2b-2c. Target Population and Eligibility

The Family WRAP program works with families of youth referred by Lake County Probation. All case management staff, including service partners, are trained in trauma-informed practices as well as the *Strengthening Families Framework*. Through this collaboration with the Probation department, youths with the most need for intervention are identified, assessed, and served.

A caseload of no fewer than 10 youths and their families will be carried by the Family WRAP team each quarter throughout the 5-year Grant Program. Program services are guaranteed for at least 90 days. Youths and families are eligible to re-enroll after exit.

These young individuals have come to the notice of Lake County school administration or juvenile justice authorities due to various behavioral issues. These issues encompass incidents such as fighting, involvement in gang-related criminal activities, bullying, defiance, self-harming behavior, truancy, and frequently, possession or use of marijuana and other controlled substances.

2d. Activity Determination Process

Pre and Post Assessments of the youth and the family will be conducted as students are referred to the program. The youth will be assessed using the *Positive Achievement Change Tool (PACT) 2.0 Full-Assessment*¹. Parents will be assessed using the *FRIENDS Protective Factors Survey*² and the *AAPI-Adult and Adolescent Parenting Inventory*³. All three assessments are Evidenced Based Practices, and these will help guide what services will be offered to each youth in the program.

The Family WRAP team will be composed of a team lead facilitator, a youth partner, a parent partner, rehab specialist and a member from juvenile probation and behavior health. The parent and youth partners will contact the family at least once per week in the home, more times if needed. The youth partner will work closely with youth school staff, to check on academic progress and attendance as well as facilitate engagement in a SUDS treatment or diversion program, afterschool enrichment opportunities and community activities. The parent partner will engage the parent in addressing gaps in basic needs, parenting, behavior health, and fulfilling protective factors. The rehab specialist will work with the youth and parent on job and independent life skills. The family will learn about Adverse Childhood Experiences and the effects of it. The team lead will coordinate monthly Child Family Team meetings (CFT) in conjunction with CAP and SUDS staff.

¹ [assessments.com](https://www.assessments.com)

² [friendsnrc.org](https://www.friendsnrc.org)

³ [assessingparenting.com](https://www.assessingparenting.com)

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2e. Goals and Objectives

Table 1 PPA 1 Goals and Objectives

Goal	Objective
To improve the academic success of students and reduce substance abuse or other disciplinary problems	<ul style="list-style-type: none"> A. Support a closed-loop case management system for the Family WRAP program B. Serve at least 10 participants each quarter C. Assure program fidelity through ongoing youth and parent services assessment D. Improve participant knowledge of negative impact of youth cannabis use and family use around youth E. Improve school attendance, academic performance, and behavior

Cannabis Code Enforcement

2d. Activity Determination Process

The Code Enforcement program will bolster its resources by supporting two dedicated officers responsible for inspecting and issuing citations for unlawful cultivation sites in the County. Additionally, the program will hire an office assistant to support noticing and cost recovery. Finally, this project will procure new equipment and sustain existing equipment to enhance surveillance and enforcement efforts.

Unlicensed cultivation sites come to our attention through public complaints and surveillance. Initially, a citation is issued, and cultivators in violation are given the chance to address the issue voluntarily (self-abate). Subsequent inspections are conducted to close out violations, but, if necessary, fines will begin to accrue, and legal action may become necessary with the support of County Counsel. Having more than one staff member dedicated to cannabis-related matters will ensure a more consistent enforcement process. The integration of targeted satellite imagery, in addition to traditional methods like field observation and tips, will significantly enhance the efficiency of enforcement operations.

While the actual collection of fines can sometimes be challenging, at the very least, liens can be placed on the properties. Consequently, although the initial costs of establishing a comprehensive cannabis enforcement program are high, the opportunity to generate revenue increases as these cases conclude in the first few years following potential litigation and appeals. These efforts aim to guarantee the program's continued success and sustainability in the future.

2e. Goals and Objectives

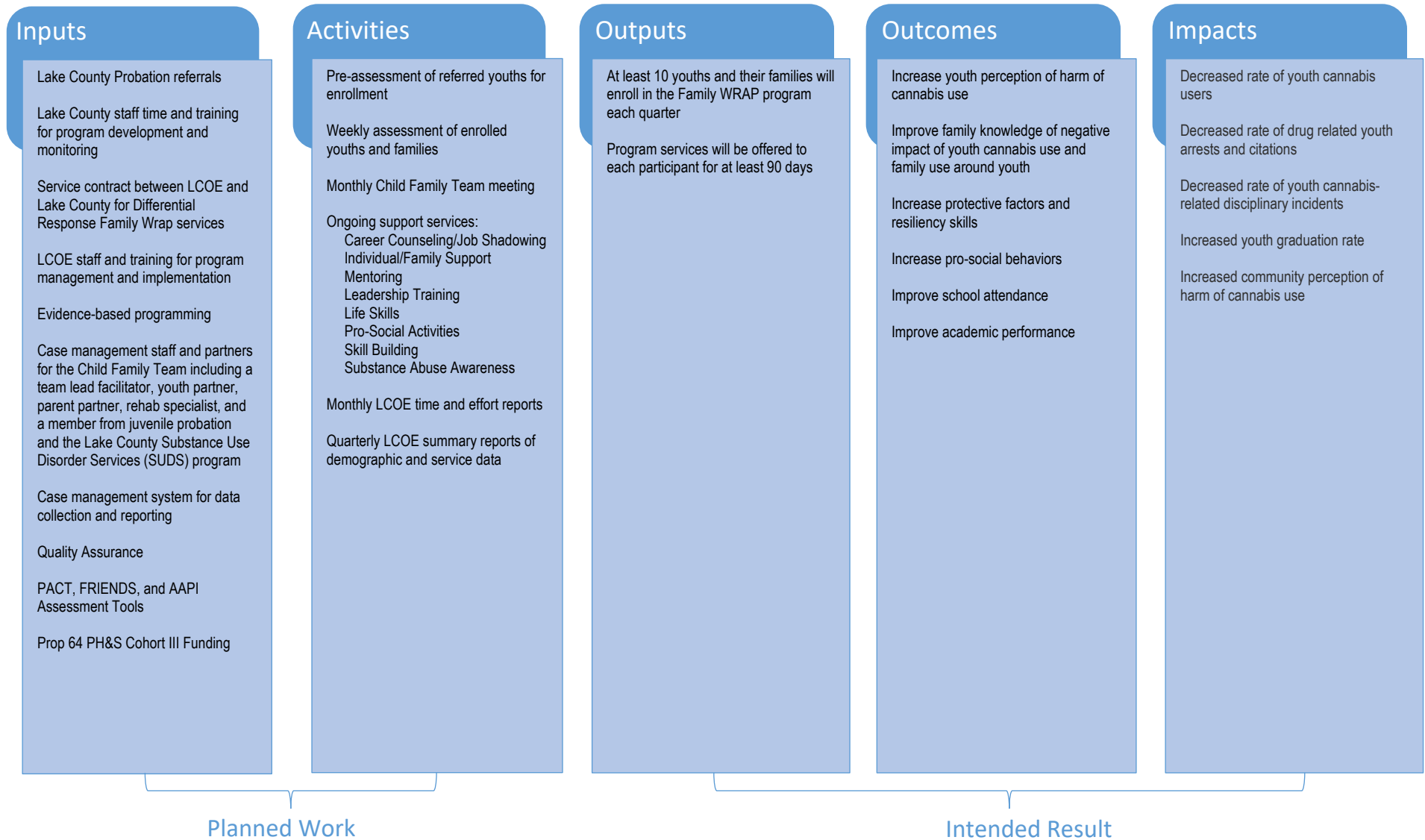
Table 2 PPA 3/PPA 4 Goals and Objectives

Goal	Objective
To reduce the levels of unlawful cannabis cultivation and the associated harms	<ul style="list-style-type: none"> A. Improve the number of permitted operations in compliance with cannabis codes and regulations B. Improve surveillance systems to increase the number of identified unlicensed cannabis cultivation sites C. Increase the number of unlicensed cannabis sites and cannabis accessories demolished

3. Project Logic Model

Project 1: Family WRAP Program

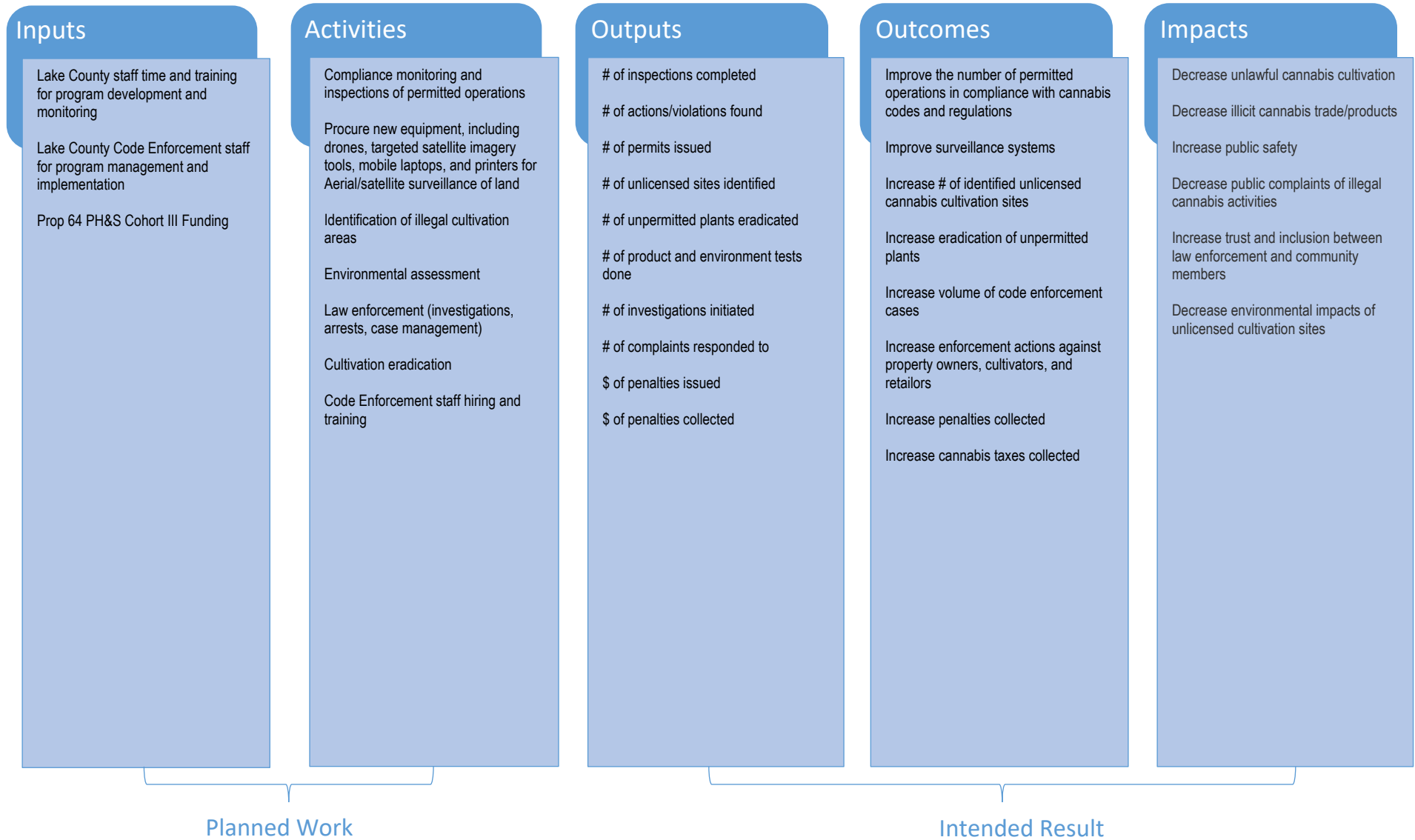
Goal: Improve the academic success of students and reduce substance abuse or other disciplinary problems



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Project 2: Cannabis Code Enforcement

Goal: To reduce the levels of unlawful cannabis cultivation and the associated harms



4. Process Evaluation Method and Design

4a. Research Design

In partnership with contractors and LCOE, Lake County will conduct process evaluation to inform quality improvement throughout implementation of the Family WRAP program and the Code Enforcement program. The Community Development office will act as the central point of contact and coordination for both programs.

The evaluation of Lake County's grant relies on mixed methods, incorporating quantitative and qualitative measures. Table 3 summarizes process-oriented data points including the source of data and frequency of data collection. Table 4 includes the process-oriented research questions that will be addressed through analysis of these data points.

4b-4d. Data Collection and Monitoring

The *Lake County Office of Education* will continue to use the existing differential response case management system for Family WRAP. LCOE staff will maintain records of contacts and services provided to both the youth and their family within this program. Given that the WRAP program staff will maintain regular contact with both the family and school staff, they will identify additional services needed beyond the core coaching and skills building. Consequently, a centralized record of the various contacts the youth has with different service providers will be established. To oversee this progress, a Team Lead position within the program will ensure effective tracking.

Student progress tracking will encompass the monitoring of several factors. As the program unfolds, success can be observed in areas such as reduced or ongoing absence of disciplinary issues on campus, decreased or prevented substance abuse problems, and academic achievements, including improved grades and graduation rates.

The tracking of the Code Enforcement program will occur in two primary areas. Initially, it will focus on the preparatory aspects, including database software development, process improvement, fine imposition, and debt collection. The development of this program will serve as the foundation for commencing code enforcement investigations.

Within the Community Development Department, which houses the Code Enforcement division, data associated with its activities will be monitored. This will encompass tracking the number of inspections, citations issued, locations, fines levied, and other related activities as the program evolves. Additionally, broader trends stemming from code enforcement-initiated activities will be examined, including abatements conducted by partner agencies, revenue collected by the County, and the presence of unlawful cultivation activity in the community.

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4e. Process Evaluation Measures Matrix

Table 3 Process Evaluation Measures Matrix

Process	Data Element(s)	Data Source(s)	Frequency
Continuation and growth of Family WRAP	# of referrals # of enrollments # of exits # of staff and partners # of service hours	1. Service contract between LCOE and Lake County for Differential Response Family WRAP services 2. LCOE time and effort reports LCOE summary reports of service data LCOE invoices submitted	1. Program Initiation 2. Quarterly
Implementation of Family WRAP with fidelity for at least 10 participants each quarter	Intake risk assessment Exit risk assessment Participation status Demographic data Education status Employment status	1. Youth & Family Partner contact and case records 2. Child Family Team meeting case records Pre/Post participant surveys 3. LCOE summary reports of service data 4. Evaluator reports	1. Weekly 2. Monthly 3. Quarterly 4. Annually
Family WRAP and Code Enforcement project monitoring and oversight	# of staff # of service hours	1. Service contract between LCOE and Lake County for Differential Response Family WRAP services 2. Lake County staff time and effort reports 3. Quarterly Progress Reports 4. Evaluator reports	1. Program Initiation 2. Monthly 3. Quarterly 4. Annually
Compliance monitoring and inspections of permitted cannabis operations	# of permits issued # of active violations \$ of penalties issued/paid \$ of taxes paid	1. Code Enforcement service tracking system	1. Quarterly
Identification and eradication of unlicensed cultivation sites	# of inspections # of sites identified # of plants eradicated # of structures demolished # accessory items demolished (water tanks, etc.)	1. Code Enforcement service tracking system	1. Quarterly
Implementation of Code Enforcement program with fidelity	# of complaint resolved # of cases opened and closed # of tests conducted	1. Code Enforcement service tracking system Quarterly Progress Reports	1. Quarterly

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4f-4h. Project Management

The project manager within the Lake County Community Development Department will monitor the progress of both programs. At a minimum, data updates will be provided to the project manager by LCOE and Code Enforcement on a quarterly basis. Both programs have been provided the copies of the quarterly reporting template utilized by the BSCC so the expectations are clear and the programs can track their processes in a way that ensures the ability to complete this predefined template. The project manager will remain in regular contact in between if further follow up or more detailed explanation is needed in any area, and especially in the earlier development of these programs there will likely be contact on the monthly level.

4i. Data Analysis

Family WRAP Program

Progress will be computed quantitatively each quarter as a percentage of cumulative achievement that year by an outside evaluator. Quarterly progress will be added to the cumulative participation/activity level to date and computed as a percentage of annual progress. Process indicators will be analyzed for correlations through χ^2 tests with the hypothesis that there is a significant association between program activities or program participation and positive outcomes. This test is used to determine if observed results are in line with expected results and to rule out that observations are due to random chance. Determination of a causal relationship requires further assessment of qualitative indicators. Qualitative data includes post-activity surveys and case management notes. Qualitative data will be analyzed for themes in participants' attitudes, perceptions, and satisfaction regarding program services.

Cannabis Code Enforcement

The Code Enforcement program will use non-experimental quantitative data analysis techniques without a control or comparison group. The outcome evaluation will identify results and impact of project strategies. Process evaluation data will be used to verify fidelity of implementation and to help refine the targeting of limited resources. If more investigations are resulting in citations in a certain geographical area, it could become important to focus more staff time and surveillance on that area.

5. Outcome Evaluation Method and Design

5a. Research Design

Outcome evaluation is based on logic models specifically designed for each project to address the goals and objectives of PPA 1, 3, & 4. Each logic model identifies project inputs, activities, outputs, outcomes, and intended impacts. The evaluation of outcomes will address the questions shown in Table 4 and project goals and objectives from Table 1 and Table 2. Table 5 summarizes outcome-oriented data points including the outcome, quantifiable definition of the outcome, source of data, and frequency of data collection. Outcome evaluation assesses the change in conditions for the intended target population due to completion of program activities.

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5b. Evaluation Questions

Table 4 Evaluation Questions

Process-related Evaluation Questions	Outcome-related Evaluation Questions
<ul style="list-style-type: none"> • Were grant activities implemented as planned? • Were grant activities implemented with fidelity? • Did project oversight and fiscal activities occur as scheduled? • What barriers were encountered in implementation? • What modifications were needed to overcome the barriers to implementation? • Were the target audiences reached and engaged? • How satisfied was the target audience with services received? 	<ul style="list-style-type: none"> • How well did grant activities work in changing conditions, knowledge, attitudes, and/or behaviors in youth and their families? • Did grant activities benefit some participants more than others? • For participants in the Family WRAP program, were participation/engagement levels correlated with final outcomes? • Have sufficient staff been hired and trained to implement program activities? • What external factors influenced the outcomes? • How could additional resources improve outcomes?

5c-5f. Data Collection and Monitoring

The *Lake County Office of Education* already possesses an existing case management system that can be easily adapted for the Family WRAP program. LCOE staff will maintain records of contacts and services provided to both the youth and their family within this program. Given that the WRAP program staff will maintain regular contact with both the family and school staff, they will identify additional services needed beyond the core coaching and skills building. Consequently, a centralized record of the various contacts the youth has with different service providers will be established. To oversee this progress, a Team Lead position within the program will ensure effective tracking.

Student progress tracking will encompass the monitoring of several factors. As the program unfolds, success can be observed in areas such as reduced or ongoing absence of disciplinary issues on campus, decreased or prevented substance abuse problems, and academic achievements, including improved grades and graduation rates.

Success in for activity/service completion in the Family WRAP program can be determined based off multiple factors, which would be comparable to those used to determine individual participant success. The pre and post assessments can help provide data could be used to help provide common data points for participants. Identifying needs and providing appropriate services would be initial determinations of success. Overall program success could be demonstrated by positive outcomes including, but not limited to, the reduction of on campus problems, graduation success rates, prevention of drug use and entry into criminal justice system.

The tracking of the Code Enforcement program will occur in two primary areas. Initially, it will focus on the preparatory aspects, including personnel hiring, acquiring necessary equipment, and completing the contracting process to secure satellite imagery. The development of this program will serve as the foundation for commencing code enforcement investigations.

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The Cannabis Code Enforcement program can measure activity/service success on individual cases by examining various outcomes, such as whether citations and fines were issued, or illicit plants destroyed. Lake County is in the process of revising and significantly increasing its administrative fines and penalties associated with unlawful cannabis cultivation, with final Board approval possibly being given within the next few months. The proposed ordinance creates multiple tiers of fines, with different enhancements depending on circumstances, all of which could be tracked once implemented. The program can also be looked at as a whole by determining whether there has been a downward trend in unlawful cultivation in targeted areas or the number of plants.

Within the Community Development Department, which houses the Code Enforcement division, data associated with its activities will be monitored. This will encompass tracking the number of inspections, citations issued, locations, fines levied, and other related activities as the program evolves. Additionally, broader trends stemming from code enforcement-initiated activities will be examined, including abatements conducted by partner agencies, revenue collected by the County, and the presence of unlawful cultivation activity in the community.

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5g. Outcome Evaluation Matrix

Table 5 Outcome Evaluation Matrix

Outcome	Definition	Data Source(s)	Frequency
Increase youth perception of harm of cannabis use	Increase in youths’ level of knowledge of the physical and mental effects of cannabis use on their body	1. Youth Partner contact and case records 2. Child Family Team meeting case records Pre/Post participant surveys SUDS curriculum results 3. LCOE Summary reports of demographic and service data	1. Weekly 2. Monthly 3. Quarterly
Improve family knowledge of negative impact of youth cannabis use and family use around youth	Increase in family’s level of knowledge of the physical and mental effects of cannabis use on their body	1. Parent Partner contact and case records 2. Child Family Team meeting case records Pre/Post participant surveys SUDS curriculum results 3. LCOE Summary reports of service data	1. Weekly 2. Monthly 3. Quarterly
Increase protective factors, resiliency skills, and pro-social behaviors	Increase in youths’ and family’s level of life, resiliency, and pro-social behaviors	1. PACT, FRIENDS, AAPI Assessment Tools 2. Child Family Team meeting case records 3. LCOE Summary report of service data	1. Intake and Exit 2. Monthly 3. Quarterly
Improve school attendance and performance	Decrease in absences, suspensions, and expulsions due to cannabis-related incidents. Increase in grades and/or GPA.	1. Child Family Team meeting case records 2. LCOE Summary reports of demographic and service data	1. Quarterly 2. Monthly
Improve the number of permitted operations in compliance with codes and regulations	Number of cannabis licensees with and without active violations with the baseline set at the start of the grant program	1. Code Enforcement service tracking system	1. Quarterly
Improve surveillance systems	Procure new equipment including drones, targeted satellite imagery tools, mobile laptops and printers for aerial/satellite surveillance of land	1. Procurement records and invoices	1. Quarterly
Increase # of identified unlicensed cannabis cultivation sites	Increase # of identified unlicensed cultivation sites. Increase eradication of unpermitted plants. Increase volume of code enforcement actions. Increase penalties and taxes collected.	1. Code Enforcement service tracking system	1. Quarterly

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5h-5i. Data Analysis and Quality Assurance

The Family WRAP Program's case management system will ensure the regular collection of data throughout the program operation recording each stage and activity where a participant interacts. This system will track all aspects of the participant's interactions with this program, including instruction and counseling provided directly by WRAP program staff, as well as interactions with other providers. The system will note not just that a referral to a service has been made, but also what the outcomes. There will be regular reporting to the Project Director, which will be the basis for the quarterly reporting under the grant guidelines. The final aggregation of this data will be used to define and measure the program outcomes.

The Cannabis Code Enforcement program will engage in continuous tracking of their activities within the Community Development Department's system. As they engage in different activities, such as inspections, citations, eradication, and fine issuance they will regularly record them. There will be regular reporting to the Project Director, which will be the basis for the quarterly reporting under the grant guidelines. The final aggregation of this data will be used to define and measure the program outcomes.

While the intervention of another independent agency is one of the visible potential impacts to the project in an individual case, it will also be necessary to be mindful of other environmental, regulatory, legislative, and fiscal changes that might be having an impact on the program. If there are unexpected findings, such as sudden shifts in behavior or changes in an activity that were previously stable, it is important to look at the bigger picture for other possible influences. For instance, budget cuts or increases to other educational and youth-oriented programs in the community might account for more dramatic shifts. Similarly, for the Cannabis Code Enforcement program, budgetary impacts in other agencies could be important to monitor, as well as regulatory changes, be they more or less restrictive. Other factors such as drought conditions can also be responsible for geographical shifts in cultivation, whether increased or decreased, depending on area's water availability.

As outline previously for process-related indicators, outcome-related indicators will be analyzed for correlations through χ^2 tests with the hypothesis that there is a significant association between program completion and positive outcomes. This test is used to determine if observed results are in line with expected results and to rule out that observations are due to random chance. Determination of a causal relationship requires further assessment of qualitative indicators. Qualitative data includes post-activity surveys and case management notes. Qualitative data will be analyzed for themes in participants' attitudes, perceptions, and satisfaction regarding program services.