

Proposition 64 Cohort 3 Grant Program

Local Evaluation Plan

State of California Board of State and Community Corrections Grant # **BSCC 939-22**

Submitted by

County of Monterey Health Department

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PROJECT BACKGROUND

Introduction:

Monterey County is currently comprised of 12 incorporated cities and several small unincorporated towns and communities within 3,324 square miles with an approximate population count of 432,858 individuals¹⁻². In 2017, the Monterey County Board of Supervisors adopted Ordinance No. 5292 to amend the Title 21 of the Monterey County Code to regulate adult-use and medical commercial cannabis activities for the unincorporated Monterey County in the interest of minimizing potential negative impacts on the public and environment³⁻⁴. Cities quickly followed suit, creating regulations to allow commercial cannabis activities. Currently, Monterey County and seven cities operate cannabis businesses that include brick and mortar outlets and delivery, manufacturing, testing, distribution, and cultivation that include cannabis and hemp. There are a total of eight (8) brick and mortar cannabis retail outlets, located across Monterey County which include the cities of Salinas, Del Rey Oaks, Seaside, and the unincorporated area. The brick-and-mortar outlets include an expansive delivery system that operates throughout the County with approximately four additional brick and motor outlets slated to open by the end of the year. Monterey County holds the fourth largest cannabis cultivation license in the State; with approximately 4,239,890 square feet dedicated to nursery, indoor, mixed light, and outdoor cultivation. Outdoor cultivation was approved as a pilot program by the Board of Supervisors in 2019, limited to three areas: Big Sur, Carmel Valley, and Cachagua, with further amendments proposed to enhance program participation.

Problem:

The illicit market targets our community by selling products in counterfeit packaging that may contain toxic chemicals, or no cannabis at all. These products target everyone, including youth and young adults under legal consumption age. Not only does the use of illicit cannabis products increase harmful health effects but it also increases risk of cannabis-related arrests⁵⁻⁷. In pregnant and lactating women, the use of cannabis can also impact the health and development of the child⁸⁻⁹. Increasing awareness and education of cannabis use can reduce illegal consumption, decrease cannabis related arrests, and improve health outcomes in youth, pregnant women, lactating women, and another at-risk populations⁵⁻⁹.

Purpose:

The Monterey County Cannabis Education Program will expand Monterey County's current education efforts by integrating three project purposes areas: 1) youth development and prevention; 2) public health; and 3) public safety with an overarching goal to educate the public on the risk of cannabis consumption and consumption of illicit market products.

Scope:

To address cannabis use county wide the Monterey County Cannabis Education Program currently collaborates with multiple county departments and community partners to provide management of commercial cannabis to address regulation, policy enforcement, education and protection of the health and safety of communities¹⁰.

In the spring of 2020, Monterey County conducted key informant interviews (KII) with members of the Board of Supervisors, County cannabis programs/departments, cannabis operators, and the industry group (local attorneys and consultants). KII were conducted as part of an update to

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the Monterey County Cannabis Program Strategic Plan providing vital information on the cannabis industry. Several key priorities emerged from the KII data; 1) improve coordination between County departments, 2) address the illicit market, and 3) increase public education and community relations.

The program will provide prevention education to middle and high school aged students, provide education an outreach to cannabis retailers, provide training for detectives on cannabis related laws and surveillance techniques, and provide resources to test illicit cannabis products. The efforts of the program will aim to protect the health of the public, increase youth and community awareness and education on retailers, consumers, and public safety, and decrease youth involvement within the juvenile justice system.

Target:

The target populations for education and outreach efforts will include individuals ages 12-17 who are also enrolled in Monterey County middle and high schools, general community members, legal cannabis retailers, and law enforcement personnel and detectives. The project is expected to serve 5,000 middle and high school students between the ages of 12-17, including 1,500 at-risk high school students. The process for eligibility for the students includes enrollment in one of Monterey County middle or high schools and being served by CEP staff. The project is also expected to provide 30 parent presentations in English and Spanish throughout Monterey County. The general community members will be served through the development of four illicit cannabis assets and 3-4 media assets distributed to increase community awareness of youth cannabis and illicit market cannabis products at various community events. Finally, the project aims to reach all legal cannabis retailers in collaboration with the Monterey County Sherriff's Office through holding 18 meetings and placing 25 flock safety cameras at various legal cannabis sites throughout Monterey County.

Project Goals and Objectives:

Goal 1: Improve school engagement among identified at-risk Monterey County high school students.

Objective:

- a. By April 30, 2028, the Epicenter will provide art as healing classes to 1,500 selected at-risk high school students throughout Monterey County.

Goal 2: Reduce rates of youth cannabis use among Monterey County middle and high school students.

Objective:

- a. By April 30, 2028, CEP staff will provide cannabis educational prevention presentations to 5,000 middle and high school students combined.
- b. By April 30, 2028, CEP staff will provide 30 parent presentations in English and Spanish throughout Monterey County.

Goal 3: Increase community awareness of youth cannabis use and illicit market cannabis products.

Objective:

- a. By April 30, 2028, Monterey County will collaborate with Keehan & Partners to create four new illicit cannabis assets.

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- b. By April 30, 2028, Monterey County will collaborate with the Social Changery to create 3-4 media assets targeted towards decreasing youth cannabis use.

Goal 4: Decrease theft and violence and increase safe cannabis use with cultivation, manufacture, and dispensary sites.

Objectives:

- a. By April 30, 2028, Monterey County Sheriff's Office (MCSO) and CEP staff will hold 18 safety sub-committee meetings with cultivation, manufacture, and dispensary sites.
- b. By April 30, 2024, MCSO will decrease theft and violence by placing 25 Flock Safety cameras at various cultivation and manufacturing sites within the unincorporated area of Monterey County.

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PROJECT LOGIC MODEL

Inputs	Activities	Outputs	Outcomes	Community Impact
<ul style="list-style-type: none"> BSCC Prop 64 Grant funding Paid media advertisement Financial auditing Monterey County Health Department staff (including program administrators and evaluator) Cannabis Education Program (CEP) staff Monterey County Behavioral Health Social Work intern EpiCenter staff and equipment Monterey County School district staff Keehan & Partners Advertising Group The Social Changery Monterey County District Attorney and Sheriff's Office (MSCO) staff and equipment Cannabis industry stakeholders Legal cannabis retailers, manufactures, and dispensary sites Qualtrics Survey Platform Microsoft Excel SAS Enterprise Guide Focus Groups Five-year memorandum of understanding with CEP and Monterey County School Districts Five-year memorandum of understanding with EpiCenter and Monterey County School Districts Contracts with CEP & Keehan & Partners in year one, two, and four Contract with CEP & Social Changery in year two and four 	<ul style="list-style-type: none"> Art as healing classes Cannabis education and prevention education classes Bilingual Parent Groups/Parent education sessions Focus groups Media asset translations Bilingual media asset development Social media engagement Cannabis safety sub-committee meetings Flock Safety cameras installation Conduct ongoing data collection, monitoring, surveillance, and evaluation activities 	<ul style="list-style-type: none"> 1,500 county high school students receive art as healing classes by EpiCenter staff 5,000 middle and high school students receive cannabis education and prevention classes by CEP staff 30 parent presentations will be provided in English and Spanish by CEP staff 4 media campaign addressing risk of illicit cannabis use will be made available in English and Spanish to public 4 media campaign aimed towards decreasing youth cannabis use will be made available in English and Spanish to the public 18 safety sub-committee meetings with cultivation, manufacture, and dispensary sites 25 Flock Safety cameras installations at various cultivation and manufacturing sites 	<ul style="list-style-type: none"> Increase self-efficacy and identity development Increase facilitation of youth cannabis prevention Reduce rates of youth cannabis use among Monterey County middle and high school students Increase education to community members on illicit market cannabis use and youth cannabis use Decrease theft and violence in cultivation, manufacture, and dispensary sites. Increase safe cannabis use with cultivation, manufacture, and dispensary sites 	<ul style="list-style-type: none"> Improve school engagement among identified at-risk Monterey County High School students. Improve community outcomes, including decrease youth cannabis consumption and decrease utilization of illicit market cannabis Improve community safety through decrease cannabis site theft and violence

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PROCESS EVALUATION METHOD AND DESIGN

Process Data Matrix:

Table 1: Process Measures					
Inputs	Activities	Output	Data Element(s)	Data Source(s)	Frequency of Data Collection
EpiCenter staff and equipment Five-year memorandum of understanding with EpiCenter and Monterey County School Districts Monterey County Behavioral Health Social Work intern Monterey County School District staff	Art as healing classes	1,500 county high school students receive art as healing classes by EpiCenter staff	Number of Coordination staff	EpiCenter	
			Number of staff teaching art as healing classes		
			Number of healing classes offered		
			Number of high school students attending healing classes		
			Risk-level of students		
			Location of classes		
Cannabis Education Program (CEP) staff and equipment Five-year memorandum of understanding with CEP and Monterey County School Districts	Cannabis education and prevention education classes	5,000 middle and high school students receive cannabis education and prevention classes by CEP staff	Number of middle school students provided with cannabis education and prevention education classes	CEP	
			Number of high school students provided with cannabis education classes		
Cannabis Education Program (CEP) staff and equipment	Bilingual Parent Groups/Parent education sessions	30 parent presentations will be provided in English and Spanish by CEP staff	Number of parent groups/parent education sessions offered	CEP	Quarterly throughout the duration of the grant
			Number of parent presentations in Spanish		
			Number of parent presentations in English		
Cannabis Education Program (CEP) staff Keehan & Partners Monterey County Health Department staff (program administrators and evaluator)	Focus Groups Media Translations Bilingual media asset development	4 media campaign addressing risk of illicit cannabis use will be made available in English and Spanish to public	Number of newly developed media content	CEP & Keehan & Partners	
Cannabis Education Program (CEP) staff and equipment Social Changery Monterey County Health Department staff (program administrators and evaluator)	Social Media engagement	4 media campaign aimed towards decreasing youth cannabis use will be made available in English and Spanish to the public	Number of interactions with each developed content shared on social media	CEP & Social Changery	
Cannabis industry stakeholders Monterey County District Attorney and Sheriff's Office (MSCO) staff and equipment Legal cannabis retailers, manufactures, and dispensary sites Cannabis Education Program (CEP) staff and equipment	Cannabis safety sub-committee meetings	18 safety sub-committee meetings with cultivation, manufacture, and dispensary sites	Number of newly recruited members from the Cannabis Industry Stakeholder meetings	Cannabis Industry safety subcommittee, MCSO, CEP	
			Number of participants in cannabis safety sub-committee meetings		
			Number of sub-committee meetings		
			Number of Recommendations/Guidance on materials and procedures made by cannabis safety subcommittee		
Monterey County District Attorney and Sheriff's Office (MSCO) staff and equipment Legal cannabis retailers, manufactures, and dispensary sites Cannabis Education Program (CEP) staff and equipment	Flock Safety cameras installation	25 Flock Safety cameras installations at various cultivation and manufacturing sites	Number of Flock Safety cameras placed	MCSO, CEP	

Process Evaluation Method:

Process evaluation measures will include monitoring activities by the Epicenter as art as healing classes are conducted throughout various Monterey County high schools. On a quarterly basis, CEP will request data from EpiCenter and provide the program evaluator with following items relative to the objectives within Goal #1:

1. Number of Coordination staff
 - a. Definition: Deduplicated count of coordinators within the EpiCenter staffing structure
2. Number of staff teaching art as healing classes
 - a. Definition: Deduplicated count of staff teaching art as healing classes
3. Number of healing classes offered

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- a. Definition: Deduplicated count of healing classes offered through Monterey County. Include date and time each class was offered
4. Number of high school students attending healing classes
 - a. Definition: Deduplicated count of students healing classes
5. Risk-level of students
 - a. Definition: Risk-level is determined by a screening process and identified as low, middle, or high-risk students. Count deduplicated number of students within each risk-group in art as healing classes
6. Location of classes
 - a. Definition: List the address of each location of art of healing classes. If multiple classes held at same location track the number of classes per location.

In addition to quantitative data, if feedback on art as healing classes are collected by the EpiCenter, data may also be used by program evaluator to identify barriers or challenges with implementation, and to provide updates for program implementation monitoring and modification purposes. Data will be collected to reflect activities from May 1, 2023 – April 30, 2028.

CEP school process evaluation measures will monitor middle and high school health class enrollment. On a quarterly basis, program evaluator will request data from CEP staff regarding the following items and is relative to the objective within objective within Goal #2:

1. Number of middle school students provided with cannabis education and prevention education classes
 - a. Definition: Deduplicated count of middle school students attending cannabis education and prevention education classes
2. Number of high school students provided with cannabis education classes
 - a. Definition: Deduplicated count of high school students attending cannabis education and prevention education classes
3. Number of parent groups/parent education sessions offered
 - a. Definition: Deduplicated count of Parent Education sessions offered. Date/Times and location of parent education sessions may be collected to ensure accurate data capture
4. Number of parent presentations in Spanish
 - a. Definition: Of the total parent groups/parent education sessions, count the number of presentations conducted in Spanish
5. Number of parent presentations in English
 - a. Definitions: Of the total parent groups/parent education sessions, count the number of presentations conducted in English

In addition to quantitative data, feedback on parent groups/parent education sessions will be collected by the CEP staff, data will be used by program evaluator to identify barriers or challenges with implementation and provide updates for program implementation monitoring and modification purposes. Data will be collected to reflect activities from May 1, 2023 – April 30, 2028.

CEP process evaluation will measure efforts to increase media content produced around illicit cannabis and youth cannabis use. On a quarterly basis, CEP and program evaluator will collect data regarding the following items and is relative to the objectives within Goal #3:

1. Number of newly developed media content
 - a. Definition: Deduplicated count of media content produced by Keehan & Partners

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2. Number of interactions with each developed content shared on social media
 - a. Definition: Number of interactions as identified on social media analytics per content

The paid media campaign will also include qualitative data asking for descriptions of campaign including name of creative campaign, key performance indicators, language of content, and description of type of paid media messaging (e.g., Facebook, Instagram, TikTok, etc.).

In addition, as focus groups as conducted through the development of media phase, data will be collected using Qualtrics Survey Platform. As data are available, results, including recommendations for improvement, will be shared with Keehan & Partners prior to final publication of media content. No individualized level data will be collected. Focus group data collected on Qualtrics will be anonymous and cannot be used to identify the individual. Data will be collected to reflect activities from May 1, 2023 – April 30, 2028.

CEP process evaluation measures to decrease theft and violence and increase safe cannabis use with cultivation, manufacture, and dispensary sites. On a quarterly basis, CEP will collect data from MSCO regarding the following items and is relative to the objectives within Goal #4:

1. Number of newly recruited members from the Cannabis Industry Stakeholder meetings
 - a. Definition: Deduplicated count of newly acquired members from cannabis industry stakeholder meetings joining cannabis safety sub-committee meetings
2. Number of participants in cannabis safety sub-committee meetings
 - a. Definition: Deduplicated count of participants in cannabis safety sub-committee meetings. Information on participant name, agency, and details of meetings attended other identifiers may be used to calculate count by CEP staff but not shared with evaluator.
3. Number of sub-committee meetings
 - a. Definition: Deduplicated count of meetings held. Information such as date/time and location may be collected to identify the number of meetings
4. Number of Flock Safety cameras placed
 - a. Definition: Deduplicated count of Flock Safety cameras placed at cultivation, manufacture, or dispensary sites. Information such as location and date of placement may be collected
5. Number of Recommendations/Guidance on materials and procedures made by cannabis safety subcommittee.
 - a. Definition: Deduplicated count of recommendations/guidance on materials and procedures that protect industry and community safety. Additional information on count of recommendations by types may also be collected.

Although individualized data may be collected to ensure the accuracy of data submitted by CEP, personal identifiers will not be shared to the program evaluator. Data will be collected to reflect activities from May 1, 2023 – April 30, 2028.

Process Evaluation Questions:

Throughout the implementation period, the process evaluation will seek to answer the following questions:

1. Did at least 1,500 county high school students receive art as healing classes by EpiCenter

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staff?

2. Did at least 5,000 middle and high school students receive cannabis education and prevention classes by CEP staff?
3. Were there at least 30 parent presentations provided in English and Spanish by CEP staff?
4. Was at least 4 media campaign addressing risk of illicit cannabis use will made available in English and Spanish to public?
5. Was at least 4 media campaign aimed towards decreasing youth cannabis use will be made available in English and Spanish to the public?
6. Were there 18 safety sub-committee meetings with cultivation, manufacture, and dispensary sites?
7. Were there 25 Flock Safety cameras installations at various cultivation and manufacturing sites?
8. What barriers or challenges occurred during the implementation period?
 - How did program staff overcome barriers or challenges?
9. What successes occurred during the implementation period?

Process Design:

An epidemiologist, serving as the project evaluator, with no conflicts of interest preventing objective completion of the process evaluation. The project manager will be responsible for overall decision-making processes for the project and leading the teams making project-level decisions. The project manager will also monitor project facilitators, funding, and collaborative efforts which contributes to the implementation of the overall project. Within the monitoring efforts by the project manager will include documentation of challenges and successes, at least on a quarterly basis. The review of process implementation data will be reviewed on a quarterly basis between the project manager and epidemiologist for monitoring, effectiveness, and potential adjustments as necessary.

The project manager will be charged with ensuring the project is completed with fidelity. Checking of fidelity will include collecting data on implementation activities and meetings with EpiCenter, CEP, MSCO, Keehan & Partners, and Social Changery and Cannabis Industry safety subcommittee. Reports of fidelity will be shared with the epidemiologist to better review the process activities relative to the overall project's goals and objectives.

The process evaluation process will be conducted on at least a quarterly basis to ensure program activities are implemented as intended between May 1, 2023 – April 30, 2028. Periodic shifts in the schedule may be necessary as implementation activities may require additional allotment of time to review activities and output components. The collection of data during the process evaluation will be primarily quantitative, available in a log format on Microsoft Excel. For project components involving tracking progress, the counts of newly enrolled, dropouts, successful completions, and progress milestones will be captured from the project manager utilizing a Microsoft Excel database. For project components that do not involve participants, data will be collected from project manager and tracked utilizing a Microsoft Excel database. Collation of data and production of simple frequencies, and counts will be completed using SAS Enterprise Guide.

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In some cases, where data on focus group are collected, both data and results will be reviewed using Qualtrics Survey Platform. The analytics and reporting ability on Qualtrics Survey Platform allows for qualitative text and content analyses, which is most useful for analyzing survey content. Rather than collecting identifiable individualized level data, the program evaluator will ask for collated data (counts) or anonymous data to protect privacy. Overall design of process evaluation measures is a non-experimental, mixed-model approach.

In addition to collecting data relative to the process measures outlined above, the evaluator will also monitor activities offered, barriers or challenges and successes to implementing the program on a quarterly basis with the assistance of the project manager. This data will be collected utilizing discussions, meeting notes, and documentation on quarterly progress reports and reported in a narrative format. These items will serve to expand discussions and limitations of implementation in the final evaluation report.

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OUTCOME EVALUATION METHOD AND DESIGN

Outcome Data Matrix:

Table 2: Outcome Measures			
Outcome	Data Element(s)	Data Source(s)	Frequency of Data Collection
Increase self-efficacy and identity development	Rate of art as healing classes attendance	EpiCenter	Annually throughout the duration of the grant
	Rate of reach per location		
	Rate of engagement		
Increase facilitation of youth cannabis prevention	Attendance rate of cannabis educational prevention presentation	CEP	
	Attendance rate of parent presentations		
Reduce rates of youth cannabis use among Monterey County middle and high school students	Reported rates of cannabis use amongst youth in Monterey County	CEP	
	Rates of increased cannabis prevention knowledge		
Increase education to community members on illicit market cannabis use and youth cannabis use	Rate of interaction per marketed materials	CEP & Social Changery	
Increase safe cannabis use with cultivation, manufacture, and dispensary sites	Types of recommendations made by subcommittee	Cannabis Industry safety subcommittee, MCSO, CEP	
Decrease theft and violence in cultivation, manufacture, and dispensary sites	Rate of theft and violence reported at cultivation, manufacture, and dispensary sites	MCSO, CEP	

Outcome Data Method:

Outcome evaluation measures will be analyzed by the program evaluator with following items relative to Goal #1:

1. Rate of art as healing classes attendance
 - a. Definition: The average number of students attending art as healing classes by the number of students enrolled in art of healing classes, reported as a percentage
2. Rate of reach per location
 - a. Definition: The total number of students attending art as healing classes by the number of healing classes offered per location, reported as a percentage
3. Rate of engagement
 - a. Definition: The average number of students attending art as healing classes by the number of healing classes offered reported as a percentage

Outcome evaluation measures will be analyzed by the program evaluator with the following items relative to Goal #2:

1. Attendance rate of cannabis educational prevention presentation

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- a. Definition: The average number of students attending cannabis education prevention presentation by the number of students enrolled in cannabis educational prevention, reported as a percentage
2. Attendance rate of parent presentations
 - a. Definition: The total number of parents attending parent presentations by the number of parents enrolled in parent presentations, reported as a percentage
 - i. Note: This measure will be reported by English classes, Spanish classes, and all.
3. Reported rates of cannabis use amongst youth in Monterey County
 - a. Definition: The total number of middle and high school students reporting cannabis use by the total number of middle and high school students enrolled in cannabis educational prevention, reported as a percentage
4. Rates of increased cannabis prevention knowledge
 - a. Definition: The total number of middle and high school students with increased cannabis prevention knowledge by the total number of middle and high school students enrolled in cannabis educational prevention completing both pre and post surveys, reported as a percentage.

Outcome evaluation measures will be analyzed by the program evaluator with the following items relative to Goal #3:

1. Rate of interaction per marketed materials
 - a. Definition: The average number of interactions with marketed materials per media content, reported as a percentage

Outcome evaluation measures will be analyzed by the program evaluator with the following items relative to Goal #4:

6. Rate of theft and violence reported at cultivation, manufacture, and dispensary sites
 - a. Definition: The average number of reported theft and violence at cultivation, manufacture, and dispensary sites by the total number of sites, reported as a percentage
7. Types of recommendations made by subcommittee.
 - a. Definition: Description of types of recommendations made by subcommittee, reported by a summation of each type

Outcome Evaluation Questions:

On an annual basis, the outcome evaluation will seek to answer the following questions:

1. Did high school students receiving art as healing classes report increase self-efficacy and identity development?
2. Did the program implementation lead to an increase in facilitation of youth cannabis prevention?
3. Did program implementation contribute to reducing rates of youth cannabis use among Monterey County middle and high school students?

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4. Did the program increase education to community members on illicit market cannabis use and youth cannabis use?
5. Was there decrease theft and violence in cultivation, manufacture, and dispensary sites?
6. How did program implementation activities contribute to an increase in safe cannabis use with cultivation, manufacture, and dispensary sites?

Outcome Design:

Outcome evaluation data will be collected to reflect activities from May 1, 2023 – April 30, 2028, and evaluated on an annual basis. Periodic shifts in the schedule may be necessary as requested by program administrators. The collection of outcome evaluation will be primarily quantitative, available in a log format on Microsoft Excel. Collation of data and production of trends as well as complex statistical analyses will be completed using SAS Enterprise Guide. In some cases, where survey data are collected, both data and results will be reviewed using Qualtrics Survey Platform. The analytics and reporting ability on Qualtrics Survey Platform allows for quantitative and qualitative text and content analyses. Individual level data from program participants, while available to implementation staff is not necessary for the evaluation and will not be collected by the program evaluator in such ways which are identifiable or that may be used to detect program participants. Overall design of process evaluation measures is a non-experimental, mixed-model approach.

Staffing includes an epidemiologist with no conflicts of interest which would prevent objective project evaluation efforts. The level of statistical analyses remains largely dependent on data collection throughout the length of the project. Since causal impact analysis is not possible, statistical analyses will be correlational trends over time. As data items are collated and evaluative efforts are underway, more sophisticated statistical analyses may be possible. However, the plan remains to conduct a non-experimental project evaluation.

The outcome evaluation will seek to determine if the project achieves its expected changes at individual and community levels. The utilization of process measure data, including the review of implementation activities, barriers, challenges, and successes will serve as a foundation to explain outcomes in a narrative format.

Limitations:

The limitation to this project includes collaborative efforts by other partners and personal events which are not observed or controlled for in the evaluation efforts. Due to lack of personal or identifiable data, we cannot track changes in behavior per youth to assess for reduction in cannabis use at an individualized level over time. To overcome limitations, the pre-post curriculum survey data will collect information and details relevant to outcome measures as a program impact. In addition, the ability to measure long-term impacts during the grant period on individual and community levels is also limited. While the outcome measures are indicative of progress made during the implementation period, longer term impacts require time extending beyond the grant period.

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