



Local Evaluation Plan

February 26, 2021

Proposition 64 Public Health & Safety Grant – Cannabis Code Enforcement & Family WRAP Program

The County of Lake drafted a proposal to fund a project with two distinct elements, Cannabis Code Enforcement & Family WRAP Program, as part of its Proposition 64 Public Health and Safety Grant awarded by the Board of State and Community Corrections (BSCC). This grant is a 3 year-term for a total of \$996,173. There are two major needs to be addressed, the impact of cannabis and other substances can have on our youth as well the prevalence of unlawful cultivation in Lake County.

The first program involves the creation of a family WRAP program through the Lake County Office of Education (LCOE). There is \$500,000 authorized for this program. This program is intended to provide youth in need with access to services for both themselves and their parents as part of a comprehensive program. The WRAP program is focused on early intervention, as opposed to other programs which are targeted after a youth has already suffered a negative outcome such as expulsion or entry into the criminal justice system.

The second program is an effort to expand Code Enforcement's ability to target unlawful cannabis cultivation by adding an additional officer dedicated to these efforts, along with the necessary equipment and training. The use of satellite imagery will be used to augment and facilitate this enforcement efforts. There is \$496,173 authorized for this program.

Each of these programs will provide information directly to the County Administrative Office in order to provide for regular monitoring. The Administrative Office will then produce the required reporting and evaluation associated with the grant. These programs are designed to demonstrate the success of their efforts so that both programs can ensure future operations.

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Project Background

2a. The passage of Proposition 64 brought Lake County's extensive cannabis industry into the legal market nearly overnight. In order to provide some scope for the enormity of this process for County government, it is important to offer some historical perspective into how pervasive the cannabis industry has been in the County. Although records specifically addressing cannabis can sometimes be difficult to identify, a review of records produced by the Campaign Against Marijuana Task Force (CAMP) can offer insight here. In a review of two different time periods, 1984-1995 & 2004-2009, Lake County was consistently in the top 10 counties for the average number of plants eradicated. In fact, by the 2004-2009 period, Lake County was #1 on this list, with its share of plants eradicated by law enforcement being higher than Humboldt County and Mendocino County combined.

Now, with cannabis legalized for adults to purchase and possess, the County is faced with the new needs. Education and services targeted at youth must include cannabis use as part of their outreach, much in the same way that other regulated substances such as alcohol and tobacco already have been. Just in the last year, the first dispensaries in the County have been approved and will soon open to the public. Major processing and distribution operations have begun and are poised to become major employers in the County. Perhaps most notably, large fields of cannabis are now visible throughout the County where they previously were hidden, raising the profile of cannabis to our youth in a way that previously was not possible, especially as these continue to expand. These operations raise concerns on the other end of the spectrum as well, with the County now contending with large numbers of cultivation sites that are not following the State and local regulations. These unpermitted sites are not subject to any of the health and safety procedures in place to protect the public, and serve a black market that frustrates regulators and licensed cultivators alike.

Family Wrap Program:

2b – 2e. In 2017, according to data aggregated by the Lucille Packard Foundation in coordination with the California Healthy Kids Survey, Lake County students from 7th - 11th grade responded with higher levels of drug and alcohol use than the state average. When the question involved cannabis use specifically within the prior month, the percentage of use was 74% - 400% higher than the state average.

The differential response/Family WRAP program works with families of youth that have been called to the attention of school administration or juvenile justice authorities due to misconduct including fighting, gang related, criminal activity, bullying, defiance, self-injurious behavior or truancy, but very often for possession or consumption of marijuana and other controlled substances. This program proposes to identify at-risk kids immediately upon entry into the public school system, as early as age 3. All case management staff, including service partners, are trained in trauma-informed practices as well as the Strengthening Families Framework. As described, early identification of existing or emerging mental health issues allows for direct interventions before severe and disabling effects take root. Further, the identification of emerging mental health issues will continue to take place throughout each student's school career since circumstances can occur at any time due to family or other environmental changes, exposure to bullying or toxic substances such as vaping or illegal drugs, emerging sexual awareness, etc.

Identified youth with their families, will be connected under a closed-loop case management with the Family WRAP team for all of their needs. Family WRAP services will be given to the family for no less

than 90 days. 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 and 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 employment and independent life skills. The family will learn about Adverse Childhood Experiences and its effects. The Team Lead will coordinate monthly Child Family Team meetings (CFT) in conjunction with probation and SUD staff. The case management and data collection system will provide the statistics with success stories necessary to pursue additional funding after the initial funding runs out in three years. Students' success stories, demonstrated through the reduction of on-campus problems and increased graduation rates, will further attract the attention of new sources of funding for program continuation. A caseload of 10 students and their families will be managed by the Family WRAP team.

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 (Assessments.com) and the parent will be assessed using the FRIENDS Protective Factors Survey (friendsnrc.org) and the AAPI -Adult and Adolescent Parenting Inventory (assessingparenting.com). All three assessments are Evidenced Based Practices.

2f. The goal of the program is to improve the academic success of students and reduce substance abuse or other disciplinary problems. These goals intend to be met by the objective of creating a Family WRAP program, in order to create a comprehensive program placing at risk youths with the services that both they and their parents need to ensure success.

Cannabis Code Enforcement:

2e. The Code Enforcement program will be able to deploy additional resources by hiring a dedicated officer to start inspecting and issuing citations for the unlawful cultivation sites in the County. First, a citation must be issued and present cultivators have an opportunity to self-abate. A follow up inspection can then be done to close out a violation, but otherwise, fines begin accruing and ultimately legal action may need to be taken with the assistance of County Counsel. With more than one staff person working on Cannabis, this work would be able to continue on a more regular basis. Through the use targeted satellite imagery, combined with more traditional such as field observation and tips, the efficiency of enforcement operations can be greatly increased. While actually recovering the fines can sometimes be a difficult process, at a minimum liens can attach to the property. In this way, while the start-up cost of creating a comprehensive cannabis enforcement program is high, the opportunity to begin generating revenue grows as these cases close out in the first few years following any potential litigation and appeals. These efforts will work to ensure the success and sustainability of the program going forward into the future.

2f. The goal of the program is to reduce the levels of unlawful cannabis cultivation and the associated harms. This goal will be met by accomplishing the objective of ensuring that the County's Code Enforcement program will have the necessary staff and resources to identify, cite, and issue fines to unlawful cannabis cultivation sites.

Process Evaluation Method & Design

3a) The County Administrative Office will act as the central point of contact and coordination for both programs under this grant. The WRAP program will be administered by the LCOE, which will report program data back to the Administrative Office in order to provide the necessary data for both regular reporting requirements and the outcome evaluation. Cannabis Code Enforcement will also track program data and provide this to the Administrative Office.

3b) *WRAP Program* - The LCOE has an existing case management system that can be readily adapted to this program. This will maintain a record of contacts, services provide to both the youth and family, and other points of participation under this program. Through this there will be a centralized record of different contacts the youth would have through different service providers. There will be a Team Lead position within program that can help ensure that this progress is being tracked.

3c) *WRAP Program* - The tracking of student progress will accomplished through the monitoring of multiple factors. As the program continues, it will be possible to see the success in areas such as a reduction or continued absence of disciplinary problems on campus; the reduction or prevention of substance abuse issues; and academic success such as graduation rates.

3d) *Code Enforcement*- The Code Enforcement program will be tracked in two major areas. First, there will be the preliminary preparatory matters of hiring the necessary personnel, acquiring staff equipment, and a vehicle. Completing the contracting process to secure satellite imagery and the development of that program will be the next key element to track. These will provide the basis for the initiation of code enforcement investigations.

The Community Development Department, of which Code Enforcement is a division will begin tracking the data associated with its activities. They will monitor the number of inspections, citations issued, locations, fines issued, and other associated activities as the program develops.

3e) The project manager will continue to 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. The project manager will remain in regular contact in between if further follow up or more detailed explanation is needed in any area.

3f) The process data collected be used to ensure that program is being successful in meeting its goals. For example, in the WRAP program, if the data reveals certain negative outcomes such as whether cannabis use became prevalent, or graduation rates began to drop, these would allow the program to react more nimbly to target these problems. Patterns can be identified that could be applied to the services of an individual student, or to the program as a whole if it is a more broad based concern.

In the Code Enforcement program, understanding where citations are being issued and what the outcomes of investigations are will help further 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 imagery on that area. On the other hand, if an area begins to show diminishing returns, it may be appropriate to move on to a new area.

3g) In the WRAP program, especially considering the confidentiality requirements associated with students' academic and health related records, the LCOE and the service providers will be in the lead on directly running the program and the applicable programming for an individual student. The Administrative Office will continue to monitor the program data and performance. This will enable coordination on what the primary issues arising may be and what additional steps may be taken or strategies adjusted.

The Code Enforcement program similarly be managed directly by the Community Development Department (CDD). They will direct staff on a daily basis and make on the ground decisions. The Administrative Office provides support in terms of securing and managing contracts such as vehicle acquisition and satellite imagery. Otherwise, the Administrative Office will continue to work as a strategic partner in identifying broader program priorities and evaluation of the data as the program develops.

3h) The Project Director and other Administrative Office will receive the regular data updates from the program providers. As previously discussed, this data will help identify what elements of the programs are demonstrating success as well as areas that might need further attention. This will enable regular discussion between the project director and department staff to both remain informed of the program progress as well as necessary programmatic changes.

3i) The reporting and contacts discussed above will serve as the primary mechanism for documenting staff and contractor activity. As a County department, CDD Code Enforcement already has a longstanding relationship with the project director and the Administrative Office as they are all housed in the same facility and regularly work together. The LCOE also has many longstanding relationships with the County across multiple subjects, and the WRAP program will be a multijurisdictional effort involving County departments as well. These pre-existing relationships will help facilitate documenting staff and contractor activities, as CDD will address their funding documentation as part of the ongoing budget process as well as invoicing support. LCOE will submit invoices to the project director and coupled with the regular reporting will ensure that the activities being funded are well documented.

3j) Through the regular contact, reporting, and data collection previously discussed the County, as the lead public agency, will ensure that the project will be implemented to fidelity. If the programs were to cease operating or change mission, it would become immediately apparent. In this way, the project will continue to run within the parameters originally envisioned by the grant.

3k) The data from both programs will be placed into Microsoft Excel to conduct further analysis. Through the use of formulas and filters different tables can be created to isolate in on data points and create visual graphs with trend lines. Isolating different data points, such as negative or positive outcomes, offer the opportunity review accompanying data and identify commonalities that could lead to further investigation. This can help determine what has been working, what has not, and how future strategies could be adjusted.

The identification key quantitative data elements can help identify what may warrant further investigation into the qualitative data. If there are anomalous or unexpected findings digging deeper into particular circumstances surrounding certain investigations or program participants would be necessary to help understand them.

The combined use of quantitative and qualitative data analysis will jointly provide the best understanding of the impact the project is having.

Outcome Evaluation

4a) The research design that will be used in the outcome evaluation is a comparison of pre and post conditions to the greatest extent possible. For the WRAP program, the level of positive and negative outcomes amongst the participants can be tracked both against the group over the course of the 3 year term as well as the county and state population as a whole. Similarly, the cannabis code enforcement program's quantifiable outcomes such as citations issued can be tracked over the course of the 3 year term. The use of satellite imagery surveying should assist in determining whether unlawful cannabis cultivation has been diminished in area.

4b)

Family WRAP -

Has the program met its to goal to improve the academic success of students?

Has the program met its goal to reduce or prevent substance abuse?

Has the program met its goal to reduce or prevent other disciplinary problems?

Has the program accomplished its objective of creating a Family WRAP program?

Is the WRAP program a comprehensive program serving at risk youths?

Does the WRAP program provide the services that both eligible youths and their parents need to ensure success?

Cannabis Code Enforcement -

Has the program met its goal to reduce the levels of unlawful cannabis cultivation and the associated harms?

Has the program accomplished its objective of ensuring that the County's Code Enforcement program has the necessary staff and resources to identify, cite, and issue fines to unlawful cannabis cultivation sites?

Has the program hired a code enforcement officer to focus on cannabis cultivation?

Has the program procured the necessary equipment, including 4WD vehicle, to effectively execute its duties?

Has the department procured the use of new technology such as satellite imagery to enhance its enforcement capacities?

Has the program initiated case and issued citations for unlawful cannabis cultivation related activities?

4c) It is anticipated that the Family WRAP program will be able to serve approximately 10 students and their families at any one time. Participants will be provided services for a minimum of 90 days as part of the program.

4d) Success in for participants in the program can be determined based off multiple factors. Identifying needs and providing appropriate services would be initial determinations of success. Overall program success would 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.

4e) The Family WRAP program will have the capacity to serve 10 students at a time. The total number of students served and services provided will depend upon the nature of the students' needs and how long they stay in the program. There is not sufficient information to estimate these outcomes yet as the program has not started.

The Cannabis Code Enforcement program detailed as part of this project will be a new program with new resources. A hope is that a few hundred sites could be examined each year, through the use of satellite imagery and physical contact, with potential cases to develop out of unlawful activity discovered.

4f) 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. Identifying needs and providing appropriate services would be initial determinations of success. Overall program success would 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 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. The program can also be looked as a whole by determining whether there has been a downward trend in unlawful cultivation in targeted areas or the number of plants.

4g) The Family WRAP Program outcomes will be defined and measured based off the case management system and monitoring implemented within the program. A combination of quantitative and qualitative data will be used. The academic progress of students will be monitored to determine

whether the participants are achieving the goal to improve or sustain their academic success as an outcome. The monitoring of whether participants have engaged in substance abuse, and for those that have whether program services provided have reduced or prevented any further substance abuse will determine whether the efficacy of the outcome. The monitoring of whether participants receive disciplinary action at school, and for those that have whether program services provided have reduced or prevented any further disciplinary actions will measure this outcome.

The Cannabis Code Enforcement program outcomes will be defined and measured based off the data tracked by departmental staff that is now being implemented for the program start. A combination of quantitative and qualitative data will be used. To determine whether the program has met its goal of reducing unlawful cannabis cultivation the results of their efforts can be examined. Factors can include the number of citations issued, inspections conducted, violations found, plants removed, and fines issued. These trends can be monitored both countywide and in previously targeted areas to determine whether these outcomes are being achieved. Satellite imagery provides a non-departmental resource as well look at these areas and view past and present cultivation activity.

4h) 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. There will be regular reporting to the County Administrative Office and 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 County Administrative Office and 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.

4i) The same data analysis process discussed in the evaluation method and design section will be applied to outcomes as well. The data from both programs will be placed into Microsoft Excel to conduct further analysis. Through the use of formulas and filters different tables can be created to isolate in on data points and create visual graphs with trend lines. Isolating different data points, such and the associated negative or positive outcomes, offer the opportunity review accompanying data and identify commonalities that could lead to further investigation.

The identification of key quantitative data elements can help identify what may warrant further investigation into the qualitative data. If there are anomalous or unexpected findings, digging deeper into particular circumstances surrounding certain investigations or program participants would be necessary to help understand them.

The combined use of quantitative and qualitative data analysis will jointly provide the best understanding of the impact the project has had, and whether the desired outcomes have been achieved.

4j) The quantitative and qualitative analysis conducted during and after the grant term will help determine if other outside unrelated factors were responsible for any of the outcomes. If there are

anomalous or unexpected findings, that ensuing follow up investigation into particular facts and circumstances may reveal if an intervening force was involved. For instance, there are many agencies and organizations that are involved with youth, and it is always possible that one of these entities may have become involved or taken action regarding a Family WRAP program participant. It would be necessary to obtain further information to determine what effect such an outside intervention might have had on the outcome. Similar possibilities exist with Code Enforcement, as there are law enforcement agencies at the local, state, and federal level that are involved with illegal cannabis cultivation. Many of these agencies operate independently of each other, and it can often be the initial actions of a code enforcement operation that bring unlawful cannabis cultivation to law enforcement's attention, triggering their intervention in the matter.

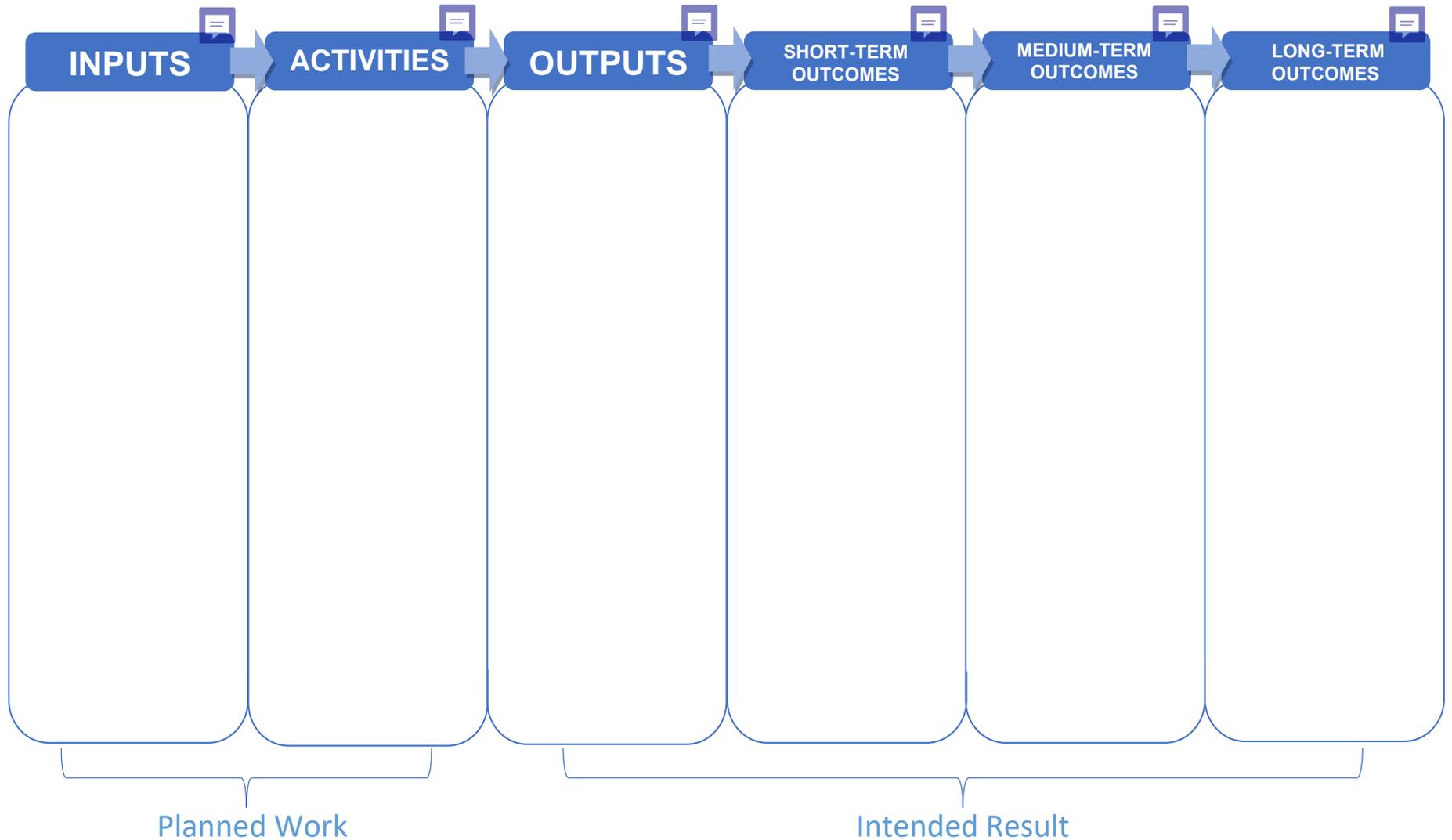
While the intervention of another independent agency is one of the visible potential impacts to the project in an individual case, it will also be necessary to be mindful of other environmental, regulatory, legislative, and fiscal changes that might be having an impact on the program. If there are unexpected findings, such as sudden shifts in behavior or changes in activities 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.

4k) There will be multiple interventions and activities involved in each aspect of the project, but at this time it is not possible to know how the potential separate effects on outcome variables of each type of intervention will be determined. The analysis previously discussed will ultimately guide this determination after sufficient data is available.

Logic Model

Project Goals:

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| Goal 1: |
| Goal 2: |
| Goal 3: |



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