

Proposition 64 Health & Safety
Youth Mitigation & Cannabis Awareness
Local Evaluation Plan

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Grantee: The City of Chula Vista

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Proposition 64 Public Health & Safety Youth Mitigation & Cannabis Awareness

Project Background

Introduction

Chula Vista is the 2nd largest city, in San Diego County, with a population of 275,487 and one of the few cities (out of 18) in the County that did not ban cultivation or distribution of marijuana. In 2020, Chula Vista had 32 applications for commercial cannabis businesses, including storefronts, manufacturing businesses, and cultivation businesses. In addition, there exists illegal marijuana dispensaries, and as of Summer 2019, there were 30 operating in Chula Vista. According to recent arrest statistics, 4,295 adult and juvenile arrests were made in Chula Vista in 2018. This equates to around 11.5 arrests per day, and the most common are for drug-related offenses (31%). Since marijuana for medical and recreational use was legalized, the perception of the potential harm of cannabis to youth has decreased. This perception along with the legalization through Prop 64 has raised the concern that there will be increased calls to poison centers, emergency rooms, and driving under the influence charges.

To address these concerns Chula Vista Police Department's (CVPD) proposition 64 Public Health & Safety Grant Program will be utilized to minimize the impact of the presence of cannabis related businesses on Chula Vista's youth and overall crime rates by funding prevention, enforcement, and compliance activities. SANDAG will serve as the outside evaluator and conduct both a process and impact evaluation to inform implementation as well as document outcomes and success in achieving the intended goals.

Program Model

The program model will take a three-prong approach to raising the awareness of risks associated with marijuana and ensure compliance of those businesses in the City of Chula Vista. This approach will include prevention, education, and intervention to youth, parent and communication education, and prevention of sales to minors at either legal or illegal recreational dispensaries. To address the prevention efforts, CVPD will contract with the non-profit South Bay Community Services (SBCS), to supplement the evidence-based diversion, prevention, and intervention services. Each youth is screened and assigned a Youth and Family Development Associate (YFDA). The YFDA assesses the youth and creates an individualized service plan based off of the youth and family's needs. The educational component on the dangers of marijuana use is offered for all youth enrolled in services. For youth who have been assessed with a higher need around substance abuse and/or mental health services, they will be referred to individual or group counseling using the Seeking Safety Model. For youth who have been assessed with lower needs in these domains, they will be offered the ability to participate in One Circle Foundation groups. Other group counseling is available as needed, including topics such as anger management and parenting support. Other services offered include peer education through youth leadership group sessions and community service activities.

SBCS has been providing prevention and intervention services to the community of Chula Vista for over 50 years and will leverage its knowledge of the community and its spectrum of services to support this grant. It is expected that 75 youth annually will be engaged in prevention and diversion from SBCS as an enhancement to the current Community Assessment Team (CAT) program. The target population will

include both diversion referrals from CVPD (for youth with marijuana offenses) and all prevention referrals for any youth residing in Chula Vista's zip code. Prevention youth are referred from a variety of sources in the community including schools, family resource centers, child welfare, self-referral, law enforcement, Probation, and other community agencies. Reasons for referrals are diverse including Probation ward, truancy, school issues, family issues, runaway, behavior issues, substance use, domestic/teen relationship violence, mental health, parental/familial incarceration or criminality, other minor delinquent behaviors. Those youth referred for diversion services will not only receive education on the dangers of marijuana use, but also participate in individual or group counseling sessions utilizing the evidence-based Seeking Safety model (SSM). Youth referred for prevention services will also receive education on under-age use of marijuana and participate in gender-specific groups led by SBCS' Youth and Family Development Associate (YFDA), utilizing the One Circle Foundation curricula. However, if there is a need all youth will have access to SBCS Youth Prevention and Intervention services which are leveraged through other funding sources including Anger Management, Cognitive Behavioral Therapy (CBT), educational supports, wraparound supports for the entire family. Approximately 75% of both prevention and diversion youth are served over a 3-month time period, but up to 25% of youth may go long-term (up to 9 months) if they are assessed with higher needs.

Further, SBCS will facilitate, quarterly parent education groups, both in English and Spanish. These services will be further enhanced by ongoing community service/peer education activities, as well as quarterly marijuana education presentations and monthly social media posts (coordinated jointly by SBCS and CVPD). The parent presentations will mostly involve parents and caregivers already receiving services through the SBCS CAT program and Youth Prevention & Intervention Team. Community presentations will be the forums used to reach out to anyone in the City's population. The presentations will be diverse and change pending the availability, need, and COVID-19 restrictions. Examples include facilitation of peer education activities in the SBCS weekly Youth Leadership Group, as well as participation in awareness events & campaigns that promote recovery and mental health. These educational groups will be conducted virtually (during COVID-19 restrictions) and in-person groups will also inform parents of the risks of marijuana use, including driving under the influence; dangers associated with illegal recreational dispensaries; as well as ways to discuss these topics with their children. Successful completion of SBCS Prevention/Diversion Program will be defined as a youth meeting one of the conditions below:

- Only 1 goal on Service Plan and that goal was at least 51% completed
- Two goals on Service Plan - with at least 51% of each goal completed
- More than 2 goals on Service Plan - with at least 51% of each of two or more goals completed

In addition, social media posts on CVPD Facebook, Instagram, and on SBCS Website will provide another medium to share information. The posts will primarily share summaries of news articles and research studies with links.

As an added measure, and to further ensure that marijuana is not sold to underage youth through either legal or illegal dispensaries, CVPD will focus on the legal and illegal cannabis industry as well. CVPD will deploy decoy operations (24 over the 3-year grant period), as well as conduct targeted surveillance and enforcement operations of dispensaries to ensure marijuana is not sold to underage youth. To ensure the program is provided timely information to monitor implementation, SANDAG will provide monthly data updates and conduct a process and impact evaluation.

Program Goals and Objectives

The following are the goals and objectives for the Proposition 64 project.

Goal 1: To decrease the use of marijuana among at-risk youth.

Objectives 1a: Provide prevention and diversion case management services through SBCS for at least 75 at-risk youth per year within the City of Chula Vista.

Objectives 1b: At least 90% of youth receiving case management services will successfully complete program goals within approximately three months.

Objectives 1c: At least 90% of youth receiving case management services will show decreased risk by program exit, measured by the San Diego Risk and Resiliency 2 Assessment.

Goal 2: Increase parents' and other community members' knowledge of the risks of marijuana use and dangers associated with illegal recreational dispensaries.

Objectives 2a: Conduct at least 12 educational presentations annually to educate youth, parents, and community members on the risks of marijuana.

Goal 3: Ensure dispensaries comply with local laws and regulations.

Objectives 3a: Ensure legal operating dispensaries comply with Chula Vista Municipal Code regarding their daily operations.

Objectives 3b: Conduct 24 Minor Decoy Operations (Persons under 21 attempt to purchase marijuana).

Goal 4: Reduce the number of illegal recreational dispensaries in operation in the City of Chula Vista.

Objectives 4a: Monitor the community for any existing/new illegal commercial cannabis entities that arise.

Objectives 4b: Investigate illegal operations and coordinate prosecutions.

Objectives 4c: Close illegal cannabis operators/ establishments.

Logic Model

Goal 1 To decrease the use of marijuana among at-risk youth.
Goal 2 Increase parents' and other community members' knowledge of the risks of marijuana use and dangers associated with illegal recreational dispensaries.
Goal 3 Ensure dispensaries comply with local laws and regulations, including sale to minors.
Goal 4 Reduce the number of illegal recreational dispensaries in operation in the City of Chula Vista.

Inputs	Activities	Outputs	Process and impact outcomes
<ul style="list-style-type: none"> - BSCC Prop 64 grant to support CVPD and SBCS services and conduct a process and impact evaluation. - Enter into a contract with SBCS to provide prevention and intervention services - Hire/assign CVPD officer to oversee grant and enforcement operations - Enter into contract with SANDAG to conduct evaluation of program process and outcomes. -Leverage SBCS’s Efforts to Outcomes (ETO) case management system to collect prevention data 	<p>Prevention Services SBCS and CVPD to conduct:</p> <ul style="list-style-type: none"> - Conduct parent education presentations on the risk of marijuana use and ways to speak with their children about it - Conduct youth education presentations on the risk of marijuana use - Conduct community education presentations on the risk of marijuana use and responsible use -Utilize social media (CVPD’s and SBCS’s) to post educational information and events, regarding marijuana prevention <p>Law Enforcement:</p> <ul style="list-style-type: none"> -Law enforcement will conduct underage decoy operations at legal dispensaries. Business will be provided warnings to fix any issues and/or citations - Monitor the community for any illegal commercial cannabis entities or operations. <p>Intervention:</p> <ul style="list-style-type: none"> - Provide assessment-based case management service to at-risk youth - SBCS will facilitate Seeking Safety therapeutic groups and gender-specific 	<ul style="list-style-type: none"> - At least 1 parent educational presentations per quarter for a total of 12 educational sessions - At least 1 community education presentation per quarter for total of 12 educational sessions - At least 1 youth educational prevention presentations per quarter for a total of 12 educational sessions -At least 1 social media post per month for a total of 36 educational social media posts - CVPD to conduct at least 4 compliance operations per quarter, totaling 48 - CVPD to conduct at least 5 surveillance operations per quarter, totaling 60 - CVPD to conduct at least 5 enforcement operations per quarter, totaling 60 each - Close any illegal operations and refer for prosecution as appropriate - 75 youth (including elementary, middle, and high school ages 6-18) will receive assessment-based case management services a year service -75 youth will participate in evidence-based psycho-educational & therapeutic 	<p>Process Outcomes:</p> <ul style="list-style-type: none"> - Increased awareness of the risks of marijuana among parents, youth, and community members - A minimum of 90% of youth will successfully complete program goals <p>Impact Outcomes</p> <ul style="list-style-type: none"> -At least 90% of youth receiving case management services will show decreased risk as measured by the San Diego Risk and Resiliency Assessment (SDRRC) or FWBA - Decrease in drug related calls for service and drug offenses one-mile around the legal dispensaries -No illegal cannabis operations in the City of Chula Vista

Inputs	Activities	Outputs	Process and impact outcomes
	therapeutic group circles to at-risk youth - Facilitate pro-social community service activities for youth which include marijuana prevention and education efforts within the community	youth groups for program participants -Facilitate 12 prosocial community service activities for youth a year	

Evaluation Methodology

Research Design

SANDAG will conduct both a process and outcome evaluation. SANDAG staff will be involved from the beginning of program development to ensure evaluation accurately and measure program goals and objectives, to develop needed data collection tools, and establish research timelines and protocols. SANDAG will be included in all team meetings and will create easy to read data dashboards documenting up-to-date information on client intakes, exits, and services received, as well as law enforcement operations and outcomes. These data will be shared at meetings with partners to inform program implementation and the need for any midcourse adjustments.

Process Measures

The process evaluation will document what program components were employed and if interventions were implemented as designed. Data will be gathered from multiple sources to describe the population served, the groups attended, services received, type and number of law enforcement operations conducted, satisfaction with services and implementation, and lessons learned. The process evaluation will address the following questions:

1. What were the number and characteristics of the 75 participants?

2. What was the level and type of services received?
3. How many educational sessions and social media posts were provided and by whom?
4. How many law enforcement operations and code compliance checks were conducted?
5. What was the level of satisfaction of services?
6. Was the program implemented as designed, what lessons were learned?

To address these process research questions, data will be gathered from multiple sources. Table 1 summarizes the data sources that will address each process question.

Table 1
Process Outcomes and Measurements

Process outcomes	Variables	Data Source*
1. What were the number and characteristics of the 75 participants?	Demographics, treatment needs, risk and needs, prior juvenile justice involvement.	Probation Case Management System (PCMS); SDRRC-II; FWBA, SBCS intake forms (ETO)
2. What was the level and type of services received?	Type, dosage, and completion status	SBCS treatment and case management tracking (ETO)
3. How many educational sessions and social media were provided and by whom?	Attendance and topics of community educational forums	Attendance sheets; meeting minutes monitoring social media posts
4. How many law enforcement operations and code compliance checks were conducted?	Number, type, and outcome (e.g., arrests, citations) of law enforcement operations and compliance checks	Excel operational tracking form
5. What was the level of satisfaction of services?	Did the program meet client needs, staff helpfulness, and areas of improvement	Client post-survey
6. Was the program implemented as designed, what lessons were learned?	Review program design	Stakeholder surveys;

**NOTE: SBCS will utilize its Efforts to Outcome (ETO) software as the depository for much of the data collected.*

Outcome Measures

The outcome measures are individual in nature and will focus on how effective the project was and for whom. The outcome evaluation will address the following questions:

1. Did participants' resilience/risk of substance use improve?
2. Did participants' understanding of the risk of marijuana use increase?
3. What impact did the project have on crime in the surrounding areas of the dispensaries?

To address these outcome research questions, data will be gathered from multiple sources. Table 2 summarizes the data sources that will address each process question.

Table 2
Outcomes and Measurements

Outcome measures	Variables	Data Source
1. Did participants’ resilience/risk of substance use improve?	Increased SDRRC-II resiliency and protective scores (switching to FWBA)	SDRRC-II and FWBA
2. Did participants’ understanding of the risk of marijuana use increase?	Increased knowledge of risks of marijuana use	Post knowledge tests
3. What impact did the project have on crime in the surrounding areas of the dispensaries?	Changes in crime one-mile around the legal dispensaries and targeted illegal dispensaries; calls for service; drug-related arrests	CVPD crime data;

Data Collection Sources and Process

Below is a more detailed description of each of the data sources and how data will be collected to address all the research goals. During the startup process, great effort will be taken to use existing databases whenever possible. All service data will be maintained in SBCS’s ETO case management system, which SANDAG has access and will download data on a quarterly basis from this system.

Program minutes: All project partners, including SANDAG will meet monthly to discuss project implementation, prior month activities, staff changes, challenges, and successes. These meetings will be documented through minutes completed by SANDAG staff and will be used to inform the process evaluation.

Pre and Post assessment SDRRCII/FWBA: Youth who receive services from start of program through December 2021 will receive a pre and post SDRRCII to measure any changes in substance use risk, as well as protective factor to prevent youth from involvement in the justice system. However, because of a change in County contracting and assessment requirements, in January 2022, youth will receive a Family Well Being Assessment (FWBA). The FWBA will establish baseline measures on key mental health and quality of life metrics and to measure change over time. Assessments will be administered upon intake and at exit.

Exit surveys of participants: To learn from participants, each will be asked to complete an anonymous survey upon exit to gather information on what they believed was the most helpful, how they felt treated, areas of personal growth, and areas of program improvement. The survey will be provided in both English and Spanish.

Post-knowledge surveys: To measure any increase in knowledge on the effects and risk of marijuana, responsible adult use, and available resources in the community for those seeking more information a post-survey will be provided to participants at the end of adult, youth, and community educational sessions.

Crime data: To measure any changes in drug related crime in areas impacted by Prop 64 activities, aggregate level crime data including highest charge and calls for service will be gathered for a one-mile radius around target sites. Data will be gathered at baseline and 3-months post grant completion.

Law enforcement operations tracking log: To document all law enforcement operations including the type, location, and response (i.e., citations, arrests, education) data will be tracked using an Excel form created by SANDAG and completed by CVPD. These data will be downloaded and cleaned monthly to be included on the data dashboard.

Participant tracking logs: Session and group participation, referral source and program completion status will be tracked at the individual level by SBCS and will be entered into ETO. Each youth will be assigned an individual identification number to maintain confidentiality. SANDAG will download data from ETO on a quarterly basis for analysis.

Stakeholder survey: To solicit information about program implementation, what worked, and what could be improved, a survey of key program staff will be administered. The survey will be administered electronically using Survey Monkey or Qualtrics twice over the course of the project to inform mid-course program adjustments and program maturation.

Data Analysis

Analysis will be both qualitative and quantitative in nature. The project involves both individual and population level data. A quasi-experimental design using single-group, pre-test/post-test design (i.e., comparison of measures before and after program participation and intervention) will be employed. Changes in risk (e.g., substance use) and protective factors (e.g., decision making) will be compared over time using the appropriate level of analysis (e.g., Chi-Square statistics, difference of means tests, and measures of effect size). Both SPSS 24 and R script will be used to conduct the analysis. Description data on law enforcement operations and activities will be documented and will be analyzed to provide the framework for any changes in criminal activity surrounding the targeted entities at baseline and three-months prior to end of grant operations. Statistical analysis will include use of frequency distributions and Chi-Square statistics for nominal measurement (e.g., prior criminal history, education, instant offense, race/ethnicity), and differences of means tests for ratio level data (i.e., age). In addition, informing the BSCC quarterly reports, the research partner will develop a data dashboard presenting current data and meet regularly with program staff to help inform the process and allow for any mid-course adjustments. In addition, a final Local Evaluation Report, including recommendations and lessons learned, will be completed at the end of the grant period.

Timeline and Reporting

As noted earlier, the evaluation will start from the inception of the project and research staff will be an integral member of the project team throughout the grant period. In addition, SANDAG will provide monthly data dashboards to ensure timely sharing of data to inform the implementation process, SANDAG staff will participate in project meetings to understand the successes, challenges, and gain a greater understanding of the overall project. The general project duties will be managed by a CVPD officer. Duties related to specific grant activities will be performed by the Officer, who is supervised by a Sergeant. Activities not specified in the grant will be approved by the Sergeant, who will also review monthly activities. The SBCS and SANDAG grant collaborators will meet with all stakeholders quarterly to review grant activities, outcomes, and decisions. These stakeholders include the CVPD Fiscal Operations Manager, the Officer, Sergeant, and Lieutenant.

Table 3 provides a timeline of evaluation milestones. It should be noted that because SANDAG is familiar with SBCS’s diversion and CAT programs, many of the tasks usually associated with project startups (e.g., buildout MIS, creation of data bases and data dictionaries) already exists and are not included in the timeline.

**Table 3
Impact Outcomes and Measurement Reporting**

Activities	Start Date	End date
Program partners begin meeting	May 2021	On-going
Finalize Local Evaluation Plan	September 2021	9/17/2021
Finalize Local Evaluation Report		10/31/2021 & 10/31/2024
Program services begin	June 2021	On-going
Create data dashboard	October 2021	10/31/2021
Quarterly reports	August 2021	8/15/21 & 11/15/21; 2/15/22; 5/15/22; 8/15/22; 11/15/22; 2/15/23; 5/15/23; 8/15/23' 11/15/23; 2/15/24; 5/15/24 and 6/15/24
Download program data from SBCS		Quarterly
Create stakeholder survey	April 2022	4/31/2021
Conduct stakeholder surveys	May 2022 February 2021	6/30/2022 3/31/2024
Report out on stakeholder survey	August 2022	8/15/2022 5/15/2024
Collect crime data	May 2021	7/30/2024
Complete evaluation report	July 2024	10/31/2024

Summary

This project is aimed at youth education, youth prevention, and community education regarding cannabis use. CVPD will be subcontracting with SBCS to provide education, prevention, and intervention to youth and the community about cannabis to Chula Vista elementary, middle, and high school youth (ages 6-18) and parents as an enhancement to the current CAT program. It is expected that 75 youth annually will be engaged in prevention and diversion from SBCS. The target population will include both diversion referrals from CVPD (for youth with marijuana offenses) and all prevention referrals for any youth residing in Chula Vista’s zip code. In addition, CVPD will focus on the legal and illegal cannabis industry as well. Minor decoy operations will be conducted to ensure marijuana is not sold to underage youth through either legal or illegal dispensaries, as well as targeted surveillance and enforcement operations. To document and inform implementation and measure any effects SANDAG will conduct a process and impact evaluation. SANDAG will be an active partner throughout the project, providing timely results to allow partners to make informed decisions.